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THESIS

The Place and Function of the Employment Office
in a Manufacturing Organization

by

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submitted in partial fulfillment of
the requirements for the degree of

Master of Business Administration



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I. INTRODUCTION

A. The Purpose of the Employment Office

The employment office is usually the forerunner of the personnel department. As a business grows it becomes increasingly difficult for the owner to personally oversee all of its various phases. Consequently, he begins to sub-divide his work, whenever he is away from the shop, by delegating the authority of acting-foreman to one of the workmen. As the business grows, the acting-foreman becomes the foreman.

With the added duties of answering the telephone and taking care of the correspondence, a bookkeeper might be the next addition. In this way, authority is assigned to various people. The foreman who started as a workman finds that he is the routing and scheduling clerk plus the chief inspector, instructor and maintenance man. With all these multitudinous duties the foreman is often relieved from the duty of hiring new workers. Most people have the idea that if they are capable of starting a business that they are preeminently qualified to do the hiring. As a result of this erroneous idea, the business continues to grow until the number of workers reaches perhaps five hundred before the owner realizes that an employment department is a necessity and not a luxury.

There have been large corporations that have enjoyed many prosperous years without the benefit of an employment department. The Tyer Rubber Company of Andover, Massachusetts, founded in 1865 did not set up a modern employment office until 1940. The Arlington Mills of Lawrence, Massachusetts, opened their employment office in 1920. At that time the company employed over 6,000 persons. The Pacific Mills

of Lawrence started an employment office in 1920, but it was not until 1933 that the present modern office was set up. These corporations gave the foremen or overseers the duties of the employment department.

One corporation, The American Woolen Company, changed in 1919 from the system of having the foremen perform the functions of the employment department to a modern, systematized personnel department which took over the employment phase of the foremen's functions. However, as time went on, the employment department offices in the various mills of the company became record keeping centers only and by 1932 they had ceased to function. In July of 1944 the company hired a personnel director to remedy the situation. At this time, May 1945, he is drawing up plans to establish employment offices in all of the mills of the company. (1)

Eugene J. Benge emphasizes management's change of view on employment offices by saying:

"Modern management has learned that the first step in successful employment work is the functionalized employment department." (2)

A discussion of the fundamental purposes for establishing a separate employment department follows:

1. Focal Point of all Employment Activities

With the business large enough to justify an employment department, all employment activities become centralized. No longer are records kept in a haphazard manner, such as being filed in pigeon holes of desks

(1) Information secured by telephone interviews.

(2) Eugene J. Benge, "Standard Practice in Personnel Work", 1920, p. X

and, more often than not, incomplete in detail. Foremen have lost one of their prerogatives which is that of the promiscuous hiring and firing of employees. This was a wasteful, expensive procedure. There was the expense of the time taken by the foreman in his interview, the preparation of record forms, the instructing of the worker in his job and discharging him. All employees when hired represent an expense. The time expended by a foreman in performing his regular duties is of greater value to the company than if he attempts to do employment interviewing. This is a function that should be performed by a trained personnel man only.

2. Comparison of Purchasing Department with Employment Department

Not too many years ago industry found another wasteful system in decentralized purchasing. Each foreman ordered his supplies from, let us say, a mill supply house. If ten foremen each had need of belt hooks, there were ten store rooms, each with a supply of belt hooks. Going a step farther, we can reasonably assume that not all of the foremen purchased from the same vendor. Prices and quality varied as vendors varied. Multiply this one item by the large number of items needed in a business and the resultant possibilities of wasteful purchasing, poor material and excess overhead cost in inventory are apparent. It was due to a realization of the waste in careless purchasing that led to the centralization of the function. A clear picture of the comparison of the Purchasing and Employment Departments drawn by Mr. Bengé follows:

"The centralization of the employment department had a very close analogy in the purchasing department which, not many years previous, had undergone a somewhat similar evolution---the realization of the waste in careless purchasing was followed by the centralization of the function. Indeed the actual routine of the two departments has much in

common: the requisition, the securing of the materials according to specification and the change when the material received does not live up to specification." (1)

3. Comparison of Machines and Men Before Purchasing

As the purchasing department has been compared with the employment department we can carry the idea further. When a piece of machinery costing \$2,000 is desired, the purchasing agent does not take the first machine offered. He spends considerable time interviewing salesmen; getting all the information they possess regarding reliability, production rates and expected unit costs. In many cases he makes visits to plants where the machines are already in operation in order that he may be satisfied that the machine will do all that is expected of it. He checks the salesman's statements with the management of the plant, and when he is finally sure of his decision he signs the purchase order. The machine will be written off the books in ten years. In adding a man to the pay roll, the employment department must exercise the same care in its selection as that used by the purchasing department.

4. Investment in Money of Men and Machines

Too few managers consider the adding of a worker similar to that of adding a machine. Hiring officials fail to realize that they will pay a man more in his years of work than they pay for the machine he operates. The same care should be used in the selecting, checking of statements regarding reliability, and promises of faithful work in the hiring of men, as that used in the selection of a machine. If the employment

(1) Eugene J. Bengé, Op. Cit., P. 8

department will use this same care, there will be less expense for hiring and instructing, fewer dissatisfied employees seeking transfers, and a reduction in normal labor turnover. Men are not written off the books in ten years.

Dale Yoder sums this up in the statement ".....business is primarily interested in profits. It seeks so to utilize its personnel power as to secure maximum long-time returns on the cost of such power." (1)

B. The Primary Functions of the Employment Department

1. Securing Necessary Employees

With the justification of the employment office determined, we can turn to a discussion of the various activities carried on in this office. These functions are all performed in order to provide personnel when needed and to keep acquisition and maintenance costs at a minimum.

In plants having decentralized employment, the foremen do their own recruiting, hiring, transferring and discharging. A competitive spirit is certain to develop because each foreman must have his department fully manned without regard for any other department. The competition may spread and wages and working conditions then become a serious factor. True enough, these conditions should be corrected by management. The foremen are management but, while they are engaged in seeking workers, they cannot be active in performing the duties of management. During the first World War, I saw the foremen of one of the large textile plants in New England standing outside the entrance gate mornings and noons vieing with each other in their search for employees. This condition soon became known among the applicants and those foremen who had warm--not too

(1) Dale Yoder, "Personnel and Labor Relations", 1938, p. 49

hot or too cold departments; dry--no steam escaping or wet floors in their departments; comfortable--not too much work in their departments--were able to garner the required workmen.

The first function of the employment office is to secure necessary employees for every department at the time they are needed. This duty properly performed relieves the foremen of this work and they are free to attend to their duties as aids to management.

2. Labor Control Within the Plant

Labor control within the plant is the second role of the employment department. Control in this sense means that the employees are sent to the department where they are most needed. This prevents hoarding of labor and the attendant high cost of manufacture. This control goes beyond having the employees in the most needed spot. It reduces the possibilities of workers shopping around among the foremen seeking a sinecure. The prevention of this possibility puts all of the departments on an equal basis. The opportunities for placement are dependent on factors other than the foreman's whim at the moment. As these other factors in placement are discussed in detail later, they are not included at this point. (1)

3. Securing Information to Govern Out-of-Plant Activities

As this is written, almost every manufacturing plant is hard pressed for workers. This, of course, is due to the tremendous demands made on industry by war conditions. Let us assume, for the moment, that the plant is large enough for an employment office, but due to inertia on the part of the management, the foremen are going through the motions of

(1) See page 48



doing employment work. As a result, we find that management has no definite information on practices which affect the acquisition of labor.

Let us suppose that suddenly contracts are secured which necessitate the addition of three hundred employees. Imagine the confusion in a plant having ten foremen and ten sets of personnel records!

a. Transportation

The next town has three hundred people available, but due to lack of transportation, they cannot arrive at work on time and, when the day's work is finished, cannot return home. A petition to the bus company would get results, but this manufacturing company has a ten-man employment policy and no one of the ten assumes the responsibility of petitioning the bus company. By the time that the top management has discussed this matter with the transportation company, days and even weeks have gone by without adding to the actual output. In fact, output could lag due to inefficient supervision. A good employment office would have known of the anticipated contract and the arrangements with the public transportation system would have been made.

b. Housing

Housing is a continuous problem of almost every business that depends on importing workmen for their needs. It is rather discouraging to go into a strange city to a new job and have to spend the free hours checking the "To Let" section of the local newspaper. In normal periods, fellow workers usually know of one or two places that are vacant, but in boom periods, they have practically no knowledge regarding property for rent. The up-to-date employment office has an active list of rentals in various sections of the city, catalogued for location, conveniences such

as stores and schools, rental price and cost of transportation to the plant. The employment office can save many man hours of searching and much disappointment. The office usually arrange to have a staff member show the newcomer to the place and also arranges time off during working hours for the short period that the newcomer needs to secure a home.

This small amount of extra attention can make the newcomer feel that he is wanted by the company. The worker will realize that his employer is trying to aid him in his search for a home. This assistance will lessen his worry about the welfare of his family. It will give him peace of mind and thereby, will leave him to approach his new employment with an unrestrained attitude,-with a feeling of good will toward the company.

c. Methods Practiced to Circumvent the Employment Office

When an employment office is established in a plant, the supervisors who formerly did the hiring immediately begin to plan ways and means to get around the new idea. The employment function may be taken away, but the severance is not a complete success because the desire to do the hiring still persists.

There are various devices practiced by supervisors in their efforts to continue doing things as they have done them in the past.

E. J. Crosby lists several methods by which supervisors are able to have the applicant they want added to the pay roll. (1)

We can start with the gentleman who telephones to the employment office ten minutes before quitting time. He needs a man to start work the

(1) E. J. Crosby, "The Old Army Game"
Personnel Mournal, Vol. 20-No. 10, April 1942, pp. 350-352

next morning--the job has been vacant a week--and he has a man ready to fill the job. There is the foreman who loads the job with specifications. The employment department does its best to find the paragon of perfection, but at the end of a week must confess that it has failed to find the applicant possessing all of the required qualifications. The supervisor then hires the man he had in mind all the time.

The "Repentant Sinner" becomes contrite after he has hired a man and sends him to the employment office for formal addition to the pay roll promising that it will never happen again. Another method used is to announce that a vacancy will not be filled. A week after the announcement, the employment office in a routine check finds that the job had to be filled in a hurry and the foreman had a man available. The biggest problem of all is the man who starts out on a canvas of the departments to sell his relative who needs a job. Unless the employment department has a full and complete set of job specifications for every job in the plant, they are at the mercy of the supervisor who sets up such a set of specifications that it is impossible to find an applicant who meets them. The supervisor hires the person he has in mind and who does not meet the specifications. It is possible for a foreman to send his friend to the employment department to register. In a week he asks for the cards of applicants so that he may look them over. This request is made without giving a set of job specifications. He returns the cards and asks for more until he receives the card he wants. The most difficult department head for the employment office to deal with always hires the wrong people for the wrong people for the wrong job. As a result, the department gets a poor reputation. Suggestions from the employment department are not followed. This type of supervisor just does not go along with personnel procedure.

II. METHODS OF RECRUITING WORKERS

The company employment office uses many methods in recruiting labor. Below is a discussion of the most common practices used by it.

In-plant transfers and recruiting through private and public employment offices are discussed in other sections. (1) In this section we will deal with the methods followed by the company employment office only.

It is of paramount importance that certain ideals be kept in mind. These principles are best expressed in the following statement:

"In order that the worker may in his own and the general interest develop his full earning capacity and command his maximum wage, it should be a primary concern of management to assist him to secure employment suited to his abilities, to furnish him incentive and opportunity for improvement, to provide proper safeguards for his health and safety, and to aid him to increase the value of his productive effort." (2)

A. Personal Applications

The usual method of securing additional workmen is through the personal applications that have been made out in the past and filed in anticipation of the day when the potential employee is needed. Many companies use this system and think that it is worth the effort expended.

1. Emphasis of Necessary Qualification

Many times, an applicant will stress such qualifications as are necessary for the particular job opening, whether or not he possesses the

(1) See pp. 28 and 41

(2) Statement of Principles which Should Govern the Employment Relation in Industry. National Industrial Conference Board, Oct. 1919, p.4

particular talent to the degree necessary.

The personal application is usually only partially reliable because the applicant himself enters the information required. After a jobless man has walked from one plant to another for days seeking work, he becomes discouraged. In seeking a way out of his mental slump, he either puts down on his application more assets than he possesses, or he puts down the bare necessities, thinking that the employment office will call him back for an interview to complete the data and that then he will have an opportunity to tell them what he can do.

In any case, the application filed by an applicant is pointed toward one particular job in the plant. This is not unusual because the average person does not know how to fill in an application in such manner as to show his real ability. I have seen several hundred self applications during the past few years and the results of the usual application are not worth much more than a name, address, age and occupation card. There will be no saving in time when the applicant is called in for an interview. In fact, time may be wasted, and hopes dashed, when the oral interview brings out the facts and the applicant is told that he cannot fill the requirements of the particular job.

Office and supervisory employees are often recruited by means of a letter requested by the company. If the letter shows that the applicant has the necessary background in education and experience, an application blank is sent; if not, a letter is sent explaining that at the moment the company does not need additional employees. Application blanks filled in by the office and supervisory personnel usually show more of the required information. This is a natural expectation as persons of this type are

much more experienced in the use of forms.

2. Gate Hiring

If the employment office does not encourage the use of application blanks, gate hiring is the usual practice when unskilled labor and skilled machine or trade employees are sought. Gate hiring, as the words imply, is a selection of prospects from those at the entrance to the employment office. Some employment offices create a good impression on applicants seeking work and others give the applicants the idea that almost any type of poor workmanship is acceptable. The applicant receives his first introduction to the company in the employment office. With that thought in mind, some companies provide clean, attractive employment offices. The walls carry placards--not too many--telling the job seekers a few simple rules. For example, "We are all safe workers in this company. If you join us we expect you to work safely too." (1)

In some employment offices, comfortable benches or chairs are provided and an atmosphere of efficient business pervades the office. Contrast that picture with offices which provide straight back benches in a dirty waiting room. In the better offices each applicant is given a brief verbal interview and those needed are passed on to other interviewers or are told to wait until the remaining applicants have been given a short interview.

Some offices make use of a blackboard on which openings are listed. Applicants are able to determine if they are needed or if they should seek employment elsewhere. A few companies interview all applicants

(1) Courtesy of Merrimac Hat Corporation, Amesbury, Massachusetts

in order that none will go away with a feeling of resentment. Others interview only enough to fill their needs and then announce, "No more today." That gives a poor impression of the company and its labor policy. It creates a feeling of irascibility on the part of the job seeker.

I once overheard an applicant say to his neighbor after such a dismissal, "Why does that fellow keep us waiting for over an hour and then kick us out? If he had said that he needed only six men, I could have gone to another place to look for a job."

Workers who perform their tasks with their hands are those most usually found in the line at the gate. This does not imply that these are unskilled workers because some of the highest skilled men--die and tool makers--apply for work at the gate. Some managerial personnel apply in the same manner although their usual method of applying is by letter. The unskilled, that is, those who have just completed their schooling and are attempting to gain a foothold in the manufacturing world, and those who have been working as unskilled plant laborers almost always use the gate system as a means of seeking employment.

3. Quality of Workers Found in Periods of Depression and Prosperity

In a period of depression or in a period of prosperity all the usual observations made of those seeking employment at the gate are modified. In a period of depression, the employment office is sought by workers of high managerial skill as well as by workers of lesser skills. Business establishments are wiped out and men of managerial capacity, who never expected to have to seek employment elsewhere, are thrown on the labor market. These men are in competition with men of lesser skills and naturally employment managers will hire them in preference to men of less

ability, often for work calling for little or no skill. However, having more to offer in higher training, yet willing to accept work of inferior skill, these individuals soon present an employment problem because they become dissatisfied with their unskilled work and its attendant small pay. A dissatisfied employee shows that the employment department made a mistake.

In a period of prosperity, with its attendant reduction in the labor reserve, we find that the amount of skill possessed by applicants drops in proportion to the length of the period. True, there are some workers who are highly skilled, who apply for work, but as a general observation they are employed and are taking a day off to shop around for more lucrative employment. As the period lengthens, those who are in the labor reserve and who have had previous factory experience begin to appear in the labor market seeking employment. First we find those who have been away from industry for a few years and later we find those who have been out for several years. Intermixed we find recent school graduates and children who have reached the minimum age for employment and who have left school before completing their studies.

The employment office in such a period must of necessity seek means of augmenting a dwindling supply. A discussion of the means follows immediately.

4. Advertising

Advertising in its various forms is used extensively to recruit prospective employees. Some produces satisfactory results for the company and some produces disastrous results for the applicants. In a period of prosperity, when advertising is used most frequently, many of the replies

are from employed persons. If these people are taken from their current place of employment, it solves a problem for the plant doing the hiring and creates a labor problem for the other. It has merely shifted the burden, but has not solved the difficulty as is illustrated in the following quotation:

"In Indianapolis, a high quality machine shop ran ads in local papers for approximately three weeks for tool, die and gage makers. This succeeded in enticing away several employees of another company. The second company then retaliated by a newspaper campaign not only in Indianapolis but in other cities throughout the Middle West in an effort to make up for this loss. It has been noticed that shortly after an out-of-town employer's ad appears in a local newspaper, a number of local employers will advertise for the same type of worker.

"Wasteful migration of workers to distant centers is another result of undesirable advertising. A Baltimore company ran a series of advertisements in the Denver (Colorado) Post asking workers to apply at the gate in Baltimore, 1,800 miles from Denver. This advertisement appeared at a time when the local supply in Baltimore had not yet been exhausted, nor had the Baltimore office of the United States Employment Service been consulted on the recruiting problem." (1)

When a company advertises for unskilled persons, the labor market is not thrown into the same chaos that is created when skilled employees are sought. The unskilled are usually our labor reserve. The result of advertising for unskilled workers is highly unpredictable.

An advertisement for inexperienced female labor--no age limit--inserted in the local daily paper for three consecutive days preceding the visit of employment office representatives to a nearby town, was

(1) The Labor Market, May 1942, p. 5
Federal Security Agency, Social Security Board, Bureau
of Employment Security

expected to produce at least thirty applicants. The estimated figure was arrived at by guessing. Under usual day to day conditions, the particular town yields four to six applicants who voluntarily visit the plant in search of employment. The representatives waited the full course of the specified time, ten hours, without a single person coming to the interviewing point to apply for work. (1)

The Hytron Radio Tube Company of Salem, Massachusetts established a plant in Newburyport, Massachusetts to produce radio tubes for government use in the war effort. They found that the usual methods of recruiting were not producing the required number of women trainees. The company had, from the start of operations in Newburyport, hired women without previous experience in radio tube manufacturing. They used the United States Employment Service and also ran a series of advertisements.

Late in December 1942, they found that they needed 500 more trainees than the immediately adjacent towns could furnish. The company purchased time on a radio news broadcast and had their announcement made in about the middle of the broadcast. In order that there would be no charge of labor piracy from defense employers, each radio announcement contained advice to the listening public that the company would not hire any person engaged in defense work.

The employment manager of this company went to some of the cities within commuting distance and interviewed those women who were interested in the work offered. He was able to give a very simple eye test and hire on the spot. This radio advertising produced about eighty hires and

(1) Personal visit with Mr. Thomas McDonald of Newburyport, Massachusetts

materially assisted in recruiting the needed trainees. The remainder were recruited through the United States Employment Service and newspaper advertising.

Blind advertisements (those that do not identify the employer) are often resorted to by companies that do not want their employees to know who is advertising. This is poor business practice for any employment office because if the news ever leaks out, their own employees who answered in good faith will feel that they have been spied upon by the company in an attempt to determine which employees are seeking better jobs. No amount of explaining can ever overcome this impression. Occasionally an advertisement has a statement to the effect that "Our employees are fully aware of this advertisement. Write us fully stating your qualifications." If their employees know of the advertisement, it is no longer a secret and the advertiser should in all fairness publish the name of the company.

A few years ago an advertisement appeared in a newspaper seeking "Executives--Write us giving full particulars." In a spirit of inquisitiveness, I sent my name and address to the box number. Almost instantly I had an appointment to see a Mr. Blank. The office was not too clean, the walls covered with charts showing the relative standing of the salesmen and I was offered a job selling aluminum from house to house. This advertisement was intended to mislead the reader. Selling aluminum pots and pans is very necessary work. It takes a particular type of salesman to get the best results. The work calls for demonstrating before groups and a salesman would be a better type of man to seek than an executive. How much better it would have been to advertise for the correct type of man needed!

Massachusetts Laws cover advertising for employees or for work:

"Whoever knowingly causes to be printed or published a false or fraudulent notice or advertisement for help or for obtaining work or employment shall be punished by a fine of not more than five hundred dollars or by imprisonment for not more than three months, or both." (1)

Other states have similar laws prohibiting fraudulent advertising for employees.

B. Sources of Labor

The employer located in a large city has the employment agencies to turn to when his list of applicants shrinks and when the day's group at the gate fails to produce his needs. There are agencies which specialize in one type of worker such as metal tradesmen and those which operate on a departmental basis which cover all types of workers. This type of agency has separate sections, or departments, such as for example, office workers, salespersons, skilled tool tradesmen and factory workers. The agencies have their salesmen out calling on the various employers, actively soliciting the business of finding the workers the employer needs. It is a simple matter for an employer to call on the telephone and ask for a machinist or an electrician. The agency swings into action and it does the advertising and the calling in of prospects for reinterview.

1. Fee Agencies

Too often more applicants are sent to apply for the job than the plant employment office called for, but it seems to be the strategy that if enough are sent--one will get the job. The one who gets the job then

(1) The Commonwealth of Massachusetts, Labor Law Bulletin No. 9, Sect.21

has to pay for it because, after the work that the agency performed, it is entitled to a fee. Salesmen have to be paid, rent and telephone expenses must be met and the collector has to have his commission. Before a registrant is given a card of introduction, he signs an agreement binding himself to pay a fee of from one week's pay to five per cent of his first year's salary. In addition to the base rate, he further agrees that if he receives an increase in pay during the fee period that the rate will then be based on the new pay scale.

Agencies are necessary. They serve a want and they fulfill a desire. They are not new as they have existed in some form or other from the time that journeymen were entitled to travel from place to place seeking work to support themselves and their families.

Many states regulate fee agencies by requiring them to be licensed. Such laws exist in three of the New England States, namely, Massachusetts (Chap. 140, Sec. 41-46, General Laws, Tercentenary Edition), New Hampshire, (Labor Laws, Revised, Chap. 217) and Connecticut (Labor Laws, Sec. 2344).

Some agencies operate on the plan of being the employer's agent. In agencies of this type, the employer pays the cost of recruiting the new employees. When a satisfactory employee is found, he is sent to the employer. If he is hired and remains for a definite period--six months usually--the company owes the agency a fee. This system is better for the employee because it does away with the unworthy practice on the part of some agencies of calling him in again for another job in order to get another fee. If the employee fails on the job or leaves within the period, the agency has to supply a satisfactory replacement in order to fulfill its

share of the contract.

It is unfortunate that the many stories regarding fee splitting with foremen and the discharge of workmen immediately after they have completed their fee charges cannot be proven. I have talked with many men who say it is so, but they have always refused to be quoted or to name either the agency or the company.

2. Unions

If a plant is unionized, the agreement between the company and the union, in all probability, specifies that all new personnel shall be secured through the business agent. In that type of situation, the employment office has an easier task. It is a simple matter to telephone the agent and ask for a carpenter or a machine operator. The difficulty is that the business agent may send a workman whom the company would prefer not to hire. In order that the company may select its employees without the aid of the union, the agreement must be changed and this is a matter of bargaining when the contract expires.

Another type of union contract specifies that the business agent shall supply the needed workers, but if he fails to supply them within a given time limit, the company may recruit from any source.

There is also another type of contract that provides that the company employment office is free to hire employees from any source. This is, of course, the type of contract which the employment department prefers. However, in order to protect the union, the agreement has a clause that requires new workers to join the union within a specified time.

3. Lodges, Churches

Lodges, clubs and churches make good sources from which prospects may be drawn. However, there is a serious drawback to using these as regular suppliers because those not selected may start a whispering campaign that to work at The Blank Company it is necessary to belong to a certain group. This gossip may not be correct, but it is a type of publicity that may well be avoided. This type of hiring was practiced to some extent in the smaller communities in England and one successful manufacturer told me a few years ago of his first job in this country. It seems that when he was in his native land, he had a position comparable to that of a mechanic in one of the mills. There he sang in the church choir. In this country he was on his new job for a very short time when he was let go because of inefficient work. As I remember the story, he said, "I soon found out that in this country singing in the choir on Sunday will not comb wool on Monday."

4. Schools and Colleges

Schools and colleges are the recruiting grounds for many of our large companies. Every senior wants to step into the world with his diploma in one hand and a job in the other. Representatives of industry are welcome at all of our colleges and business schools, and with the war effort demanding more young people for industry, they are now invading the high schools. It is a good plan for industry to go to the campus for eminent ability. The employment manager has an opportunity to talk with all of those interested and he is free to check back on scholastic records. After a few years of regular visits, the students know that, at a specified time of the year, the representative of such a concern will visit. It is

good advertising and many times the fact that a school friend, hired a year ago, is working for the company is sufficient to give the employment manager an extra prospect.

5. Public Employment Offices

Public employment offices are another source from which employers may secure needed employees. The public office has several advantages not offered by the private office, chief of which is the fact that there are no fees.

The no fee system appeals to many workmen, not because of their being penurious, but because they cannot see any logical reason why they should pay for a job. I have had skilled workmen tell me, "I will not pay any man for a job. I will go to the public office because the people there know where all the jobs are."

Of all the various sources to which we can look for potential employees it seems apparent that the Government (either state or federal) agency is the logically preferred source. The public agency has, in all probability, all of the members of unions, clubs, lodges, and the general public registered in their files. The public agency combines all of the best features of all of the private agencies, except specialization in one particular occupation or industry. The public employment office uses advertising when necessary, gives testing service when requested, makes job surveys, uses a clearance order system and refers prospective employees. The testing service, job surveys and clearance system are extra assistances not performed by the usual private agency. The Government employment offices give all of their services without direct charge to employer and employee as they are tax supported. These offices are found in every

state and provide the only nationwide system for recruiting workers. Information gathered in the separate offices is compiled for national distribution. This system provides the individual with answers to his questions relating to employment opportunities, wages, and living conditions. It also provides the employer with a nationwide recruiting service. This plan is explained in detail in a later section. (1)

6. Scouting

Labor scouring is not resorted to until after the local labor market and advertising fail to produce the required number of employees. Labor scouring is nothing more than a nice name for labor pirating. The representative goes to a plant or to a district known to have the particular type of worker needed. Once there, he proceeds to hire the other company's men.

During World War I, a labor scout stood outside a public employment office seeking laborers. As men emerged from the building with referral cards, he engaged them in conversation in an attempt to get them for his company. He succeeded in hiring one group at two dollars per day more than the price agreed on in the employment office. It was not very smart scouting as the group was on the way to report to the scout's own company!

That labor scouts are not concerned with the welfare of the workmen or the community is illustrated by the following quotation:

"Many concerns have used labor scouts to pirate employed workers from their present employers. One instance reported by a public employment office is as follows:

(1) See page 43

"'A scout from one company approached local skilled workers in the machine trade attempting to induce them to leave their present employment. We would not have cared if he had been picking up trainees, but he was getting key men and offering them propositions that would not increase their benefits, according to the workers.'" (1)

The labor scout is able to throw a local labor market into confusion because of the pay rates that he offers. The men fail to see that their personal expenses would be higher when living away from home. Also they do not realize that traveling expenses for weekend trips to their homes must be met from the seemingly higher pay. The men soon get the idea that if one community can offer such wage scales that their home area can afford the same rate.

It is possible for a labor scout to disrupt production of vitally needed articles by enticing men from a community. That this has an adverse effect on the war effort is proven by the following statement:

"According to Paul V. McNutt, Chairman of the War Manpower Commission, labor scouts are now traveling about the country enticing skilled workers to leave their jobs for higher wages without regard for the essential nature of the work at which these workers are now employed." (2)

Pirating creates a feeling of unrest for the employer. He cannot afford to allow his men to accept short fill-in jobs with plants in the same town during periods in which he is waiting for materials or

(1) Social Security Board, Bureau of Employment Security, "The Labor Market", May 1942, p. 4

(2) Ibid, p. 4

contracts. If the employer sends the men out of the plant for a few days during which they collect no wages, he is running the risk of losing the men to some other employer. In order to protect his own plant the employer has to create jobs, sometimes below the skills of his men, in order to keep them on the pay roll during periods of waiting for materials or contracts. In 1942, the following statement on labor pirating appeared in "The Labor Market":

"The present day practice of pirating forces the employer to retain his skilled workers at all costs. Situations have been found where tool-makers have been paid their regular salaries but were employed at painting and repair jobs or, as in one automobile concern in Detroit, were entirely idle while drawing full salaries. This occurred at a time when concerns in the area were attempting to secure tool and die makers through advertising and labor scouting." (1)

It would have been much better for our national welfare in the war effort to have effected transfers of these men in order that their full skills might have been utilized.

C. In-Plant Recruiting

1. Advantages of In-Plant Transfers

In-plant recruiting offers many advantages to employers. The most logical place to seek a worker needed is among those employed at the plant. It is unfortunate for any business to require assistance from the outside if they have an employee on the pay roll working at a lesser skill than that which he can perform if given the opportunity. This condition is wasteful of skill, effort and ability.

(1) Social Security Board, Bureau of Employment Security
"The Labor Market", May 1942, p. 6

With reference to in-plant transfers, Eugene J. Bengé

says:

"When a position becomes vacant, it should be filled from the ranks of present employees if possible. If this cannot be done by direct promotion, indirect promotion of a capable man from some other department of the business is far preferable to the bringing in of an outsider." (1)

a. More Satisfactory Employees

The employee who is promoted is a far better risk than is the unknown brought in from the outside. The former's capabilities are known. His loyalty to the company is known. He knows the background of the company, and the rules and regulations under which the company operates.

b. Better Morale Among Employees

In discussing the hiring of persons outside the company, Holden, Fish and Smith point out that:

"All recognize the hazard to morale in bringing outsiders in to fill responsible positions toward which insiders might reasonably aspire. One company learned from painful experience that this situation becomes acute when the outsider, failing to develop the loyalty and support of his newly acquired organization, is permitted to bring in a clique of his former associates upon whom he feels he can rely with greater confidence." (2)

Morale is one of the hardest assets to build and one of the easiest to destroy. Often it is destroyed by a seemingly harmless statement or gesture on the part of management. One dissatisfied employee can

(1) Eugene J. Bengé, Op. Cit., p. 104

(2) Holden, Fish, Smith, "Top-Management Organization and Control", p. 107

destroy it. It is a priceless asset. With it, the company prospers and workers accomplish their tasks with greater ease. A spirit of cooperation exists which can be sensed even though it cannot be touched or looked at for verification.

When the employment department has an opening that can be filled from within the plant and fails to do it, morale starts on a downward slide. Every employee who might have filled the position takes it as a personal affront that he was not selected. The problem is discussed in no uncertain terms among the shopmates. It is further discussed at home. At each retelling, more feeling and bitterness is engendered. Morale is definitely on the way down.

If, however, the promotion is made from within the ranks--and made without favoritism--a spirit of well-being pervades the plant. Each worker feels that his turn is coming and that he wants to be ready when the time arrives.

Naturally there will be some who are going to object because they did not receive the promotion. These are chronic objectors and their rantings are not taken too seriously by their fellow workers. This type of individual soon makes his presence known and usually remains on the pay roll for only a short time.

c. Savings in Money

The savings in money effected by an in-plant transfer or promotion are difficult to ascertain. That the savings are there may be realized when we consider that a new employee has to go through the hiring process with its attendant records; he must be introduced in the department; feel his way for the breaking-in period; learn the location of tools,

lockers, and other facilities. In addition, the extra supervision that must be given in order that his spoiled work may be kept as low as possible must be considered. This breaking-in cost varies with the job. If a part of the costs can be eliminated, a saving has been made. The lower the skill, the lower the cost. If an upgrading takes place and then a lower skilled man is hired to replace the promoted man, the company has made a saving.

2. Fallacy of Ideal of Promotion of Office Boy to Bank President

The plan of promoting from within the ranks has many good features that have been discussed. Years ago there was a popular story of the bank president who, when asked what would happen to his organization if he should die, answered that the vice-president would fill his place, that everybody would move up one step and a new office boy would be added to the pay roll. That is a beautiful picture, worthy of deep consideration for the organizing genius who perfected it. As a practical proposition, it is not worth the time used in writing it except that it can be made a goal of achievement. The banker assumed that every office boy he hired had the qualifications necessary to become a banker. He further assumed that each boy had the ability, the desire to work toward success and the mental capacity to learn the multitude of detail necessary to the operation of a bank. The plan of promoting from within has its drawbacks. It is impossible to hire "office boys" who can be developed into all of the various supervisors that a business requires.

3. Value of Bulletin Boards

Bulletin boards are frequently used when employees are needed. The list of jobs open is posted so that all employees may know of them.



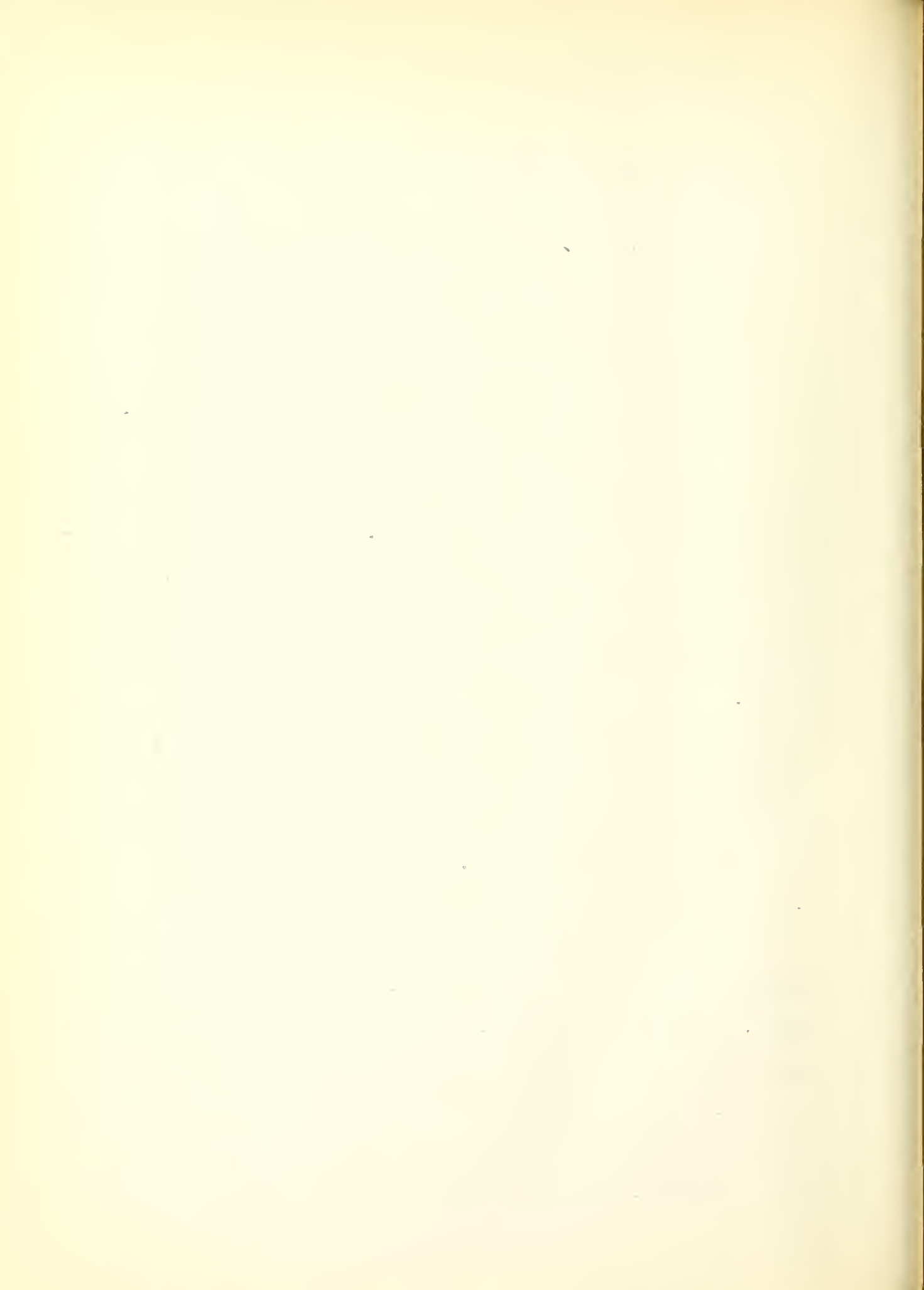
This plan gives every employee an equal opportunity to apply for any job opening which he feels he is capable of filling. It is one way of uncovering hidden talent. If, by chance, there is no employee interested in or capable of filling the opening, it is possible that he may know of a person capable of performing the required duties. Workmen are always willing to tell a friend or neighbor of a possible job and this trait will assist the company in filling openings posted on the bulletin board.

The plan of posting jobs on the board and giving a bonus in money to the workman who brings in a satisfactory employee was suggested in a plant located in a labor shortage area. The company was hiring inexperienced girls and women and using them on small assembly work. Due to conditions beyond the control of the company, the supply of potential candidates was sharply reduced before they were able to get into full production.

As the plant was not readily accessible to other towns, their only hope was in recruiting from the labor reserve. The bonus plan was tried and the successful girls collected one dollar for each friend brought to the employment office and hired.

4. Disadvantages of Sponsor System

The sponsor system is akin in many respects to the plan of recruiting by means of the bulletin board. The board is an impersonal method. The sponsor is personal. Under this system employees are encouraged to bring their relatives and friends to the plant for an employment interview. After the newcomer is hired the sponsor takes over the responsibility of showing the new worker the job to be done, instructing as much as necessary. The sponsor also shows the new employee how to get in



and out of the plant, the time card system and the location of wash rooms, coat rooms, first aid room and assists in every way to make the new worker feel comfortable. The sponsor feels an obligation to give the new employee the right start. The new worker feels he has a friend and that he is not completely alone in his new work.

a. Improper Instruction of New Employee

The sponsor usually is assigned the task of instructing the new employee. This in itself may be poor practice because not every workman has the ability to teach. He may not know all about a given trade so is not competent as a journeyman. If he is a machine operator, he may not be the best. If not, his pupils will probably not know any more than the teacher unless they learn it through their own efforts.

b. Development of Cliques

Another objection is that the sponsor system may develop cliques in the plant. The larger the family, the greater the possibility of more power to the clique. In a large plant this might pass unnoticed, but in a department it could be serious.

c. Financial Disadvantage to Family During Business Slump

Another major objection to the plan of hiring close relatives is that in case of a slump in business there are too many in the family dependent on the same pay roll. The suffering caused by lack of work is much greater than if the various members of the family were spread over more than one company and more than one industry. The possibility of all plants in a community closing at the same time due to poor business conditions is much more remote than is the chance of one business closing. A seasonal period may affect one, but it takes a depression to affect

all business.

D. The United States Employment Service

1. Short History of the Service

The Public Employment Service was started in 1907 by the Federal Government when it set up a Division of Information in the United States Department of Labor. It was introduced at that time because of the great number of immigrants who had collected at the port of New York and who were not being absorbed into our economic structure. The intention at that time was to assist the immigrants, but the wording of the act was not quite that clear. It read, ".....to assist immigrants and others." The words "and others" made it possible in 1913 for this division to assist the unemployed. The value of this service became noticeable to a great degree in 1918 when the various state offices, numbering 832, were taken over by the United States Employment Service. In 1933 the Wagner-Peyser Act established the United States Employment Service as a permanent bureau. Under this act, the Federal Government matched state grants for the support of the employment service in the states. The federal bureau acted as a coordinating body. The United States Employment Service was transferred to the Social Security Board in July 1939 under Reorganization Plan #1 of the Federal Social Security Agency because of the unemployment compensation laws. Under these laws all unemployment compensation must be handled through public employment offices. On December 18, 1941 President Roosevelt, by letter, requested all State Employment Services to be transferred to the United States Employment Service. In Massachusetts this was done by Executive Order #2 of Governor Saltonstall, effective January 1, 1942. On September 17, 1942



the employment service was transferred to the War Manpower Commission by President Roosevelt under Executive Order 9247.

This sketchy history is presented in order to show that the public employment service is not a new idea. It has functioned well for many years.

2. Policy of the Service

This service can be of great assistance to the private plant employment office. I would like to recommend it for several reasons. The public service is for all classes and types of workers. It does not discriminate against class, political party, race, or creed. It gives the same service to the laborer that it gives to the highly trained executive. The small business receives the same consideration that is given to the large corporation. The Employment Service is as interested in the handicapped worker as it is in the physically fit. This service, owned and operated by the taxpayers, is available to all on the same basis. W. Frank Parsons summed all of this up when he stated:

"The Public Employment Office can only attain its ultimate objectives when equal consideration is given to the best interests of both the employer and the job seeker. It is fundamental, therefore, that placements be made upon a basis of ability to do the work; nor can an exception be made in the case of the applicant who possesses some physical or mental disability. In the long run, any other policy would prove detrimental to the best interests of the whole group of those seeking work." (1)

The public office is an excellent source from which the plant employment office can draw workers. This office refers prospects in response to an order. It does not attempt to dictate the hiring policy

(1) W. Frank Parsons, Foreword, p. 2, Employment Service News, Vol. 2, No. 8, August 1935

of the company that places the order. Referrals are made with the requirements of the employer in mind. Insofar as possible, only those who can qualify for the opening are sent for interview.

3. Importance to Small Business

One factor alone is sufficient to recommend the service to the small business man. He reduces the time spent in interviewing prospective employees and time so saved can be spent in other managerial duties.

The large organization, with its own employment office, can use the service as a supplement to the efforts of its own recruiting personnel. The small employer, who of necessity operates without an employment office of his own, finds an organization particularly suited to his needs in the United States Employment Service.

The employment service created by the Federal and State governments was not designed and is not operated to supplant the employment manager. It can no more supplant him than can the private employment agencies. The employment service is tax supported and is operated to bring employers and employees together without the payment of fees. The service is an asset, a tool for the private plant employment manager to use to assist him in his work of recruiting sufficient employees to staff his plant.

In small organizations the owners or the foremen usually perform the duties of the employment manager. It has been found that, with the pressure of their regular work, it is impossible to keep up to date files of prospective employees. It is much simpler for them to use the facilities of the employment service.



One employer who had given orders to the Toledo office for air conditioning engineers with paint experience and a special machine assembler stated:

"We have had very helpful service from the Employment Service in seeking applicants for jobs.... In the short space of a few days we had reports back, and one case history with apparently just the qualifications we were after. A coverage over all offices in the 48 states would have been ours for the asking had this limited survey not served the purpose." (1)

4. Use of Local Office Files

The local office of the United States Employment Service has in the files the complete work registrations of practically all persons in the area seeking employment. These records are prepared by trained personnel and cover the usual personal qualifications pertaining to residence, height, weight, marital status and educational achievement of the applicant. These cards are filed according to code in anticipation of an order from an employer. They are coded according to the Job Dictionary, so-called. The "Dictionary of Occupational Titles" was published by the United States Government Printing Office, Washington, D. C., in June, 1939 and gives alphabetically the usual trade names used for jobs in various parts of the country, a code number based on the Dewey Decimal System and an explanation of the job. The dictionary was prepared for publication by the Job Analysis and Information Section, Division of Research and Standards, United States Employment Service, United States Department of Labor.

(1) State Helps Find the Mentto Hire, A. C. Kurtz
Factory Management and Maintenance, p. 78, March 1941



The following is a sample entry in the Job Dictionary:

"SPECTACLE TRUER (Optical goods) 7-09.011. Bends and adjusts the alinement of gold, steel, or composition spectacle frames, using hand tools, such as hammers, screw drivers, and long-nosed pliers: uses gages and hand jigs to determine the amount of deviation from standard."

The employment registration card of the applicant usually covers the longer periods of employment and in the case of some skilled tool tradesmen goes back to the time and place of apprenticeship.

For those who register and have had little or no work experience, the interviewer classifies and codes these cards according to the type of work in which the applicant is interested. The entry code shows the broad field as "sales", not the specific type of sales that is used in the case of the experienced sales clerk.

The file is composed of those who desire work or who have work, but are seeking work for which they are more suited by training and experience. Another type of registrant is the person who files a claim for unemployment compensation. The claimant registers for work when he files his claim and states that he is available for employment. Because all unemployment compensation claims are filed in public employment offices, many workers are available through the local office who would otherwise never register in any employment office.

The entire file is at the disposal of the private employer. He cannot hope to duplicate the volume of the selection possibilities of the public office. The private employer does not have the staff to register the same number of people and he would find it useless even if he were witless enough to attempt it. The public office serves all employers in all types of endeavors. The private employer is interested only in those

persons who can be used to advantage in his particular business.

If the private employer will urge all of the applicants at his place of business, whom he cannot hire at the moment or in the immediate future, to register in the nearest United States Employment Office, he will be doing a favor for the applicant, for himself and for other business men.

The registration makes the applicant available to the first employer who can use his services. It also conserves the employer's time and money when he does not register those whom he cannot use. Moreover, it saves the employer embarrassment when he is confronted with the relative of one of his good customers whom he does not desire to employ. Usually in order to keep the goodwill of the customer, the employer keeps the applicant on his waiting list, hoping that the day never comes when he will be forced to add him to his pay roll. The applicant may not be suited to the particular business, yet is admirably suited to a different type. The public office will, in all probability, place the applicant where he will be happy. I do not mean to imply that the employer should make use of the public office as a receptacle for his discards. Rather he should always use the service when he is in need of additional or replacement workers and so inform those whom he sends to register.

The public office registers applicants either on the basis of past or potential skill. Referrals are also made on this basis. This does not always hold true when an applicant registers in a private business employment office. If the applicant knows that there is a particular job open at the moment, he stresses the experience that he feels will be most acceptable in the hopes of being hired. The information regarding the

opening is not too difficult to acquire through friends or relatives. The public office does not have this difficulty in such degree. Information regarding job openings is a carefully guarded secret and is not divulged until the interviewer is convinced that the applicant is a suitable referral. True, the applicant may decline referral to a particular plant, but before he can spread any information the local office has, in all probability, sent some other applicant for the job.

One disadvantage of the public employment office is the fact that at times it is slowed down by cumbersome procedure. For instance, if an applicant has no phone, time is wasted in making a referral to an employer by having to send a call-in card to the applicant and re-interview him before finally sending him to the employer.

5. Value of Clearance System

The United States Employment Service offers a clearance system to employers seeking employees who are not available in the area served by the local office. This system is a controlled method of notifying other offices of the requirements of the employer. First, the immediately adjacent offices are notified and, if necessary, other points in the state, region or entire country are covered.

The order holding office writes a complete description of the work to be performed, the type of individual required as to education and experience, pay rate and living conditions. This completed form is sent to all offices in the desired territory. Each office treats this clearance order as they would a local order. The files are searched, prospects called in and interviewed and a copy of the registration card of those who meet the qualifications and who desire to be considered is sent to the

order holding office for submission to the prospective employer. A personal interview follows between the applicant and the employer, if one is desired.

This clearance procedure is used if an applicant with unusual qualifications calls at the office for referral to work openings and there are no local openings to meet his qualifications. His record is cleared and arrangements for a personal interview are made if a job opening is discovered elsewhere.

E. Factors Against Recruiting Outside Labor

1. Distance

Distance is probably the most difficult factor to overcome in recruiting labor from outside the local area. The expense of commuting must be considered when discussing a possible opening with an applicant. He, very naturally, wants as much net pay as his neighbor who works locally. The time necessary for travel represents time spent away from home and for which there is no compensation. There is a degree of inconvenience in commuting and the degree increases as the distance increases. The longer the distance, the greater the possibility of being late for work. Men on an hourly basis feel that it is unfair to penalize them for being late when the cause is beyond their control.

The problem created by the distance factor is that the distance may be so great that the workman may have to live away from home. This is a condition in which few workmen are interested. The expense factor is high. The inconvenience and loss of the home atmosphere must be compensated for in some way.

2. Expense of Travel for Interview

The expense of travel for an interview is both an advantage and a disadvantage. It is an advantage when it tends to discourage the applicant who does not have the necessary ability and who knows that he lacks the ability. If the opening were local, he would go for an interview with the idea in mind that if he could see the job he would know whether or not he could do the required work.

It is a disadvantage when the cost of transportation is so large that it prevents capable men from applying. If the company has a branch plant, office or representative near the residence of the applicant, the employment office should make arrangements for a preliminary interview near the applicant's home. If this interview is satisfactory, the company should pay the cost of travel if the amount is over \$5.00. The applicant risks his time and the company risks the travel cost. The risk is about as evenly divided as possible.

3. Family Ties

Family ties are the greatest obstacle to overcome when a workman thinks of moving from his home to a new locality to accept an opening. It is necessary to offer him some inducement to come to the new plant. Higher pay, a decent place in which to live and good working conditions do not enter the workman's thoughts when he becomes homesick. The employment department can assist him by pointing out suitable locations in which to live and in assisting the man to make arrangements to have his family moved. It is worth this effort to keep a workman happy and contented.

4. Disruption of Morale in Small Business

Outside recruiting disrupts morale. This unfortunate condition is most noticeable in a small plant where the workmen are all known to

each other. It is difficult to introduce a stranger among them without a feeling of resentment toward the newcomer and especially so if he has been hired to fill a place that the workmen think one of their group is qualified to fill. The large business has the same feeling of antagonism to overcome, but the difficulty is usually confined to a smaller percentage of the employees and usually to not more than one department. Outside recruiting does not pay if there is any possible way to promote from within the organization. On rare occasions it may become necessary to import key workers but, before taking this step, the employment office should interview all supervisors to ascertain the possibilities of finding a suitable candidate within the company. If there are prospects, they should be interviewed and if found unsuitable should be informed of the fact in such a manner that antagonism is not developed.

III. SELECTION

A. Process of Selection

The process of selection starts the moment the applicant appears at the employment office. His manner of approach, his first question or statement may be the factor that determines whether or not he is interviewed or asked to fill in an application for employment.

Hawley Patten, employment manager of the Merrimac Hat Corporation, once said that he would like to have one applicant approach his desk and say, "This is a nice looking plant and I would like to work here. I have been looking through the windows and I think I could operate the machinery I saw, if given some instruction." Mr. Patten said that the shock of such an approach would be so great that he would go to great lengths to place the applicant. (1)

1. Orders from Plant

When a foreman needs a workman to augment his force, he sends an order to the employment office. Orders vary from a verbal request made either in person or by telephone, to a written order that must be signed by the superintendent. Having an order countersigned by the superintendent is rather a farce because he is usually so busy with other work that he signs automatically without checking the order. The signature of the superintendent is necessary presumably to make certain that the foreman does not add extra manufacturing expense. This is rather a trivial gesture when the same company entrusts the foreman with machinery worth perhaps \$100,000 and stock valued at \$25,000. It is a backhanded

(1) From a personal conversation.

way of saying that the company does not trust the foreman. Carried a step farther, it could mean that the company does not want the foreman and the employment office to be on too intimate a basis. Many things may be read into this practice.

Regardless of the manner in which the employment office receives the order, the receipt is enough to start the office functioning on its main duty--the securing of employees. The order from the plant, either verbal or written, is the energizing force that sets the selection machinery in motion. (1)

2. Pre-selection Factors

Personal appearance is a large factor in selection. Seldom are men chosen for other than unskilled work who present a dirty, slovenly mien.

Dale Yoder lists several typical characteristics which are most commonly taken into consideration as a basis of selection. (2) He places appearance last on his list, but where we are all prone to judge, whether admitting it or not, on our first impression, it seems more logical to move it to first position even though it does not carry the greatest weight.

Experience may have undue emphasis placed upon it. The machine operator with ten years' experience may be of no greater value to the company than one with two years' experience. In this factory, the breadth of experience determines the potential value.

(1) See page 49

FORM I - EMPLOYMENT AUTHORIZATION

DATE _____

NAME _____

DEPT. _____

JOB _____

DATE EFFECTIVE _____

EMPLOY _____

TRANSFER _____

TERMINATE _____

LENGTH OF SERVICE _____

RATING _____

DETAILS OF ABOVE _____

FOREMAN _____

SUPERINTENDENT _____

This form is suitable for three purposes. Notice can be sent to the employment office to employ, transfer or terminate. By filling in the "Job" space, using standard job titles to reduce confusion in both the plant and the employment office and by having the authorized signatures, the form makes a satisfactory order for the employment office. The space provided for "Details" can be used to specify the shift or the sex of the worker desired.

Physical characteristics are very important for certain types of work. In a factory, they do not have the same value as in a position which calls for meeting the public. Henry Ford hires many workers who have all types of physical handicaps and finds that they are able to produce full value for a full pay. Care must be exercised as the clerk does not need the same physical characteristics required of the laborer. Mental alertness is usually used synonymously with intelligence. It is a general term and, without the use of a mental test, must remain a general term. Mental alertness may be considered as ability in abstract thinking or in keenness of observation.

Attitude toward employment is a trait that must be brought out during the interview. It is very necessary to determine whether the applicant desires employment as a means of earning or whether he is ambitious and seeks advancement. If the prospect seeks employment as a means of earning, it may safely be assumed that when the required security is attained, the worker will leave, thus increasing labor turnover and costs.

Employment stability often depends on the adaptability of the employee to perform various types of work. If it is possible to transfer the employee from one job to another, when necessary, there will be fewer claims made for unemployment compensation.

Educational attainment is becoming more important as firms introduce written job orders. This system makes it necessary for the employee to be able to understand both written and verbal orders. In the higher branches of skills, as accountants and engineers, and in the specialized groups, such as stenographers and bookkeepers, educational

background is a prerequisite to the job.

Age is a factor under normal conditions. With the advent of war, we find that the higher ages get preference because of the lessened possibility of the worker being taken for army service. Prior to the war, we found the opposite to be true. Then employers were usually seeking the younger people. Massachusetts labor laws prohibit discriminating against a person because of being forty-five or older. (1)

There is now pending in New York and Massachusetts legislation to prohibit discrimination because of race, color, creed and country of origin but just what form these bills will ultimately take is not known.

Prior to the war, sex was a very important factor. Now we find women welders, grinders, lathe hands, truck drivers and crane operators, to list but a few. Sex is not so important a factor in these days of labor shortage. Employers are taking the employees they can get and are finding that women are able to do work that formerly was considered men's work.

Yoder in discussing personality as a quality says:

"Personality is an almost indefinable characteristic, but it may have great importance if the employee is to meet the public or be in a supervisory position." (2)

3. "Job Jumper"

One of the principal attributes to success in finding a factory job is an employment record that shows long periods of employment. The

(1) Massachusetts Labor Law Bulletin #9

(2) Yoder, Dale, Op. Cit., 1938 edition, p. 136, 137

average workman fails to appreciate this fact and is often mystified to find that he is not chosen when another applicant with less years of experience is selected. The record of a "job jumper" is not one that leads an employment manager to want to employ him. Rather, the opposite is true. There is a natural feeling that the job jumper will jump again at the first opportunity and increase labor turnover cost. The workman who shows through his record that he remained with his employers until business conditions made further continuity impossible is the favorite selectee of the employment manager.

B. Methods of Selection

1. Pre-employment Interview

From experience, I have formed the opinion that the principal factor in making good selections is a firmly fixed knowledge, by the applicant, of the work he wants. The applicant, far too many times, when questioned, will say that he will take anything or do anything. That answer leave the interviewer in a quandary because of the breadth of the possible field. If the applicant has taken the time necessary to analyze his likes and dislikes, he is in a position to materially narrow the field. The narrower the field, the better chance there is of making a satisfactory hire. With a knowledge by the applicant of the type of work he prefers or toward which he thinks he has a natural ability, plus the results of psychological tests which confirm his thoughts, there is an excellent opportunity of success. This is far preferable for both the applicant and the company. There will be less labor turnover through disliking the job and less turnover through adding persons to the pay roll whose only idea is to get a pay check.

With the various qualifications in mind that may have to be considered in our potential candidates for work, we are ready to start the process of selection.

The pre-employment interview is the first phase in the selection process. This is a verbal "give and take" between the interviewer and the prospective workman. The interviewer has to obtain certain basic information such as name, address, age, experience and education. He must, of necessity, keep the trend of the conversation in the correct channel. The course may veer to some extent, because in its ramblings, interesting side views of perspective are obtained. The workman being interviewed is brought back to the main theme whenever he goes too far afield. From this pre-employment discussion, the interviewer must determine whether or not to file an application for the workman.

2. Company File of Prospects

If the application is filed, it then becomes a part of the reserve list of prospects available when need arises. The receipt of an order from the plant sends the personnel to the record card file of those who have been pre-interviewed. The cards of those who meet the qualifications are drawn and message sent to them asking them to call at the plant if they are still interested in obtaining employment.

In attempting to find a means of supplementing the information obtained in the interview, various types of application blanks and questionnaires have been devised. Some of these have so many items that the pertinent information is not easily discernible. (1)

(1) See sample on page 54

FORM I-EMPLOYMENT QUESTIONNAIRE

USE SPACE BELOW FOR ANY ADDITIONAL I

DO NOT WRITE BELOW THIS LINE.

INVESTIGA

	Organization	Date Checked	Person Called or Written
former employers			
Schools			

This blank is confusing to the applicant. I have talked with many persons who have refused to complete such a formidable document. There is one outstanding fault on page 1 where there is a space after "Religion". This question can do more harm than good because the person rejected will always feel that his choice of religion barred him from employment.

EDUCATIONAL RECORD

School	Name and Location	Years Attended	Did you Graduate?	Date of leaving or graduation
Grammar				
High			Degree	
College				
Other				
Trade: <small>Make first and second choice</small> Work desired: (first choice)		Where learned:		
(Second choice)				

Please Be Accurate. A False Statement May Disqualify You

List below former employers (last employer first)

EMPLOYMENT RECORD

May we refer to your present employers?: Yes ☐ No ☐

Name	City and state	Kind of business	Time employed		Position held	No. people supervised	Weekly wages
			From Mo. Yr.	To Mo. Yr.			

Were any of the above positions under Civil Service?:

Are you at present employed?:

May we refer to your former employers?: Yes ☐ No ☐

If time has lapsed between employment periods give reason:

State your whereabouts between the years 1914 and 1918:

Military or Naval Record: Service with U. S. Government or Foreign Government:

Branch of service	Length of service	Type of discharge	Place of discharge	Service number	Name of last commanding officer

If still a member of a military organization, give name and present rank:

Service other than military in any foreign government: List below:

Name of country	Time of service	Duties	Reason for termination

Time spent outside of the United States during the last fifteen years: List below:

Name of country	Date in	Date out	Passport number	Where issued

Give list of all organizations to which you belong, including trade, professional, social, fraternal:

Name	Address

List below all relatives, including those of the wife or husband presently residing in a foreign country:

Name	Address	Relation	Occupation

Relatives employed by the U. S. Government or any foreign government: List below:

Name	Relationship	Place employed	Duties	Country

Relatives or friends employed by this company: List below:

Name	Relationship	Department

Have you ever been arrested?:
(Omit minor traffic violations)

If so give date, place of arrest, offense and disposition:

Have you been fingerprinted?:

If so, when?:

Where?:

Reason?:

Have you ever been bonded?:

When?:

By whom?:

Ever refused?:

Please give three persons other than former employers, relatives, or employees of this company:

Name in full	Street address and city	Business or social position	Years known

I understand that any misrepresentation in this application is sufficient cause for dismissal. The foregoing statements are made truthfully and without evasion on my part. I will abide by the Rules and Regulations to the best of my ability. I hereby authorize the Company to investigate any or all of the foregoing statements.

Date:

Witness:

Signature of Applicant

If you wish more space for any details in this questionnaire, use reverse side.

USE SPACE BELOW FOR ANY ADDITIONAL DETAIL REGARDING YOUR APPLICATION

EMPLOYMENT QUESTIONNAIRE

PHOTOGRAPH

Name in full:
Present address:
Last previous address:
Length of time in State:
Length of time at present address:
Height: ft. in. Weight: lbs. Color of hair:
Have you any physical defects or have you been seriously ill in past ten years?:
Identifying scars:
Eyesight:
In case of accident, notify:
Date of birth:
Father's name:
Mother's name:
Parents' present address:
Is father citizen of U. S.?:
Is applicant a voter?:
Type of citizenship proof furnished:
Birth certificate: ☐
Do not write on this line:
Citizenship proof verified:
If alien or naturalized citizen:
Name used entering U. S.:
Date of entry:
Name of ship of entry to U. S.:
Date of first papers:
Date of citizenship papers:
Court granting final citizenship papers:
Do not write on this line:
Date naturalization papers submitted:
Marital status
Single ☐ Engaged ☐ Married ☐ Separated ☐ Divorced ☐ Widowed ☐ Descent:
Wife's Maiden Name:
Your Maiden Name:
Husband's or wife's occupation:
Husband's or wife's birthplace:
No. of dependents: Wife or husband:
Home life
Buying home ☐ Rent home ☐ Room or board ☐ Live with parents ☐ Live with wife or husband ☐ Live with relatives ☐
Record of Nearest Relatives Other than Husband, Wife, Mother, Father and Children

(Please print)

Social Security No.:
Telephone:
(or nearest phone)

Length of time in city:
Length of time at last previous address:
Color of eyes:
If so, give detail on last page.
Hearing:
Race:
Religion:
Birthplace: State Country
Birthplace: State Country

Is mother citizen of U. S.?:
Place of voting registration:
Affidavit of citizenship: ☐
Verified by:
Alien registration No.:
Port of entry:
Date of second papers:
Naturalization No.:
Verified by:
Husband's name:
Husband's or wife's place of employment:
Citizen of U. S.?:
Ages:
Other dependents:

Baptismal certificate: ☐

DO NOT WRITE BELOW THIS LINE.

INVESTIGATION RECORD

	Organization	Date Checked	Person Called or Written	Results	Date
Schools					
Former Employers					
Personal					
Other					

Investigation record checked by: Date: Rejected by: Date: Reason:

Date hired	Department	Rate	Accepted by

Remarks:

3. Job Specification Set Up by United States Employment Service

To assist the employment department in the task of selecting the correct workmen for the job, many companies have drawn up Job Specifications. This is a card that shows the job title in the plant and which facilitates filing. The usual personal requirements of sex, age range preferred, height and weight desired, education and any special physical requirements are on the obverse of the card. This method of placing the simple factors on the front saves time in looking over the records of applicants. If the applicant fails to fulfill these requirements, he cannot be hired and there is no need of attempting to match his application with the strict requirements of the job itself. A job summary is also given on the face of the card. This is a simple word picture of the work to be performed and is designed to bring the job requirements to the attention of the interviewer.

On the reverse of the card are such employment factors as citizenship, age and dependents, (this latter requirement is due to selective service for the armed forces and will be eliminated after the war), physical examination and pay scale. (1)

Questions designed to check the interviewer are placed under the heading "Classification and Placement Aids".

If the employment office is seeking applicants who are not on the list of prospects it is well to list the best sources of workmen of the type desired. These may be private employment agencies, public agencies or a nearby city.

(1) See pages 56 and 57 for sample cards

Form 3 - JOB ORDER SPECIFICATION CARD
(Front Side)

BLANK MFG. CO.		
DEPARTMENT		JOB TITLE - MACHINIST
BUILDING & FLOOR FOREMAN		DICTIONARY CODE TITLE - MACHINIST II
SEX Male	EDUCATION High School graduate or equivalent	EXPERIENCE - At least 10 years' as machinist, training and experience on fine work, some part of which has been as tool maker.
AGE RANGE over 45	OTHER PHYSICAL REQUIREMENTS	
WEIGHT RANGE 125-180		TEST -
HEIGHT RANGE over 5'6"	<p>JOB SUMMARY - Acts as an all around Machinist, carrying through to completion the construction and repair of all kinds of metal parts, tools and machines. Works from blue-prints, is also able to process parts without working from drawings; uses skillfully all machinist's hand tools, including scrapers, chisels, files, and measuring instruments; sets up and operates all machine tools such as lathes, milling machines, shapers, surface grinders, drill presses, planers, etc. Uses shop mathematics, charts, tables and other scientific aids for accurate and rapid calculations necessary in this work. Works to very fine tolerances. Is under supervision of Foreman of department to which assigned.</p>	
CITIZENSHIP Full		
MARITAL STATUS Married pref.		
SHIFTS Day		
HOURS 40 hr. wk.		
RATE OF PAY \$1.15 hr. to \$1.25 hr. start		
DATE		

This form with few changes can be adapted to almost any business. It serves as a ready reference in the employment department when applicants are being interviewed. Part of the above form has been filled in so as to show typical entries. (See next page for reverse side of this form)

FORM 3A - JOB ORDER SPECIFICATION CARD
(Reverse Side)

EMPLOYMENT FACTORS:

1. Must furnish proof of U. S. citizenship.
2. Must be either over age of 45 or married with two or more direct dependents, rather than collateral dependents.
3. Must pass a simple physical examination by Company Physician.
4. Must meet educational and experience requirements on front of card.
5. Rate of pay - \$1.15 to \$1.25 hr. Time and a half for over 40 hrs.

CLASSIFICATION AND PLACEMENT AIDS:

1. What proof does applicant possess of U. S. Citizenship?
2. Can age and dependency requirements be met?
3. Will applicant agree to physical examination by Company Physician?
4. Does applicant measure up to technical training and experience requirements?

SOURCES OF WORKERS

1. U. S. Employment Service
2. Transfer from Experimental Dept.
3. Machinists' Union

REFERENCE MATERIAL

Dictionary of Occupational Titles, Part I, p. 569 - MACHINIST
p. 954 - TOOLMAKER

(See previous page for front side of card)

Under "Reference Material", I have listed only one source because the "Dictionary of Occupational Titles" is rapidly becoming the criterion for job information. (1)

a. Analysis of Job

As one of the services given to employers, the United States Employment Service will send a trained Job Analyst into a plant to make Job Studies. From these studies, the employment service writes out Job Specifications. When these are typed, they are taken back to the plant for verification to assure both the analyst and the company that nothing has been forgotten. One copy of the card is given to the employer and one copy retained by the local office serving the area. When the employment manager desires to have a workman sent to him for approval, he merely gives his order for the desired occupation and also the code number. The local office pulls its copy of Job Order Specification Card, previously discussed, and the prospects are matched against the requirements. (2) Copies are filed for each concern in the local office. This method gives the employment service a definite goal and gives the employer the exact type of workman he desires.

Scott-Clothier-Mathewson conducted a survey prior to preparing the second edition of the book "Personnel Management", in 1930. This survey was conducted among 231 concerns in 47 different industries, employing nearly two million workers, located in twenty-five states. In 1930 it was found that thirty-nine per cent of the respondents used job analysis.

(1) Dictionary of Occupational Titles, Part I, Definition of Title,
U. S. Department of Labor

(2) See pages 56 and 57

In 1940 the same group conducted another survey in connection with a revision of the same book. Insofar as possible, the questionnaires were sent to the same group as in 1930. In 1940 it was found that seventy-five percent of the respondents used job analysis. (1) In the ten year period it was shown that, on the whole, there are few striking increases or declines in specific practices except in the increased use of job analysis.

b. Prevention of Overmanning

The plan of using Job Specifications keeps before the employment personnel a mark of quality. This tends to overcome the human failing of thinking that the prospect seems satisfactory and so is sent to the foreman. He, unable to get the type of man he wants from the employment office, often has to ask for a lower grade man to act as a helper or as a machine operator to supplement the efforts of the original poor selection. Having two men on his pay roll to do the work of one good man increases costs and manpower. The shop becomes overmanned in numbers and undermanned in quality. By strict adherence to the specifications on the Job Order Specification Card, the situations mentioned above are eliminated.

4. Tests and Trade Questions

Within comparatively few years, tests and trade questions have assumed more significance in the employment field as a part of the selection process. Many employment offices do not use them; some have simple tests for a few job; others have put complete testing equipment in the office; and some use the free testing service provided by the United States Employment Service. Tests received an impetus during the first World War.

(1) Scott-Clothier-Mathewson, "Personnel Management", p. 534

The army, hard pressed to find men for various positions, called in psychologists who devised mental tests making use of paper and pencil. They also devised oral questions for various trades found in the army.

After the war, testing became unpopular and much less use was made of this system of selection. The cycle is now swinging in the opposite direction and the use of tests is on the upswing. A survey in 1940 disclosed that:

"In the use of clerical tests there has been a more noticeable increase--from 46 percent of the respondents in 1930 to 62 per cent in 1940. The use of trade tests has declined from 27 per cent to 21 per cent among the companies surveyed. Psychological testing did not show as large an increase in the same ten year period. This increase was only 9 per cent, with 26 per cent in 1940 for other than clerical tests." (1)

Tests are administered before and after workmen are placed on the pay roll. The preemployment test is given to determine suitability for the job and the after-employment test is given for promotional purposes. Tests should never be given for the purpose of selecting employees for discharge.

Testing is one of the tools the employment interviewer uses. However, it does not take the place of the personal interview. Test results coupled with the impressions and information gained through the interview will tend to give us better selection. That the interview alone falls short in making proper selection is well stated below:

"It has been proved that most men do not select accurately on the basis of a personal interview alone. Data have been published giving rather startling examples of this lack of ability on the part of interviewers. There are, of course

certain individuals who do have the ability to select the right man in a large percentage of cases. These individuals, however, are definitely in the minority and are far outnumbered by the rest of us whose judgment is often not much better than chance." (1)

Testing involves more than the process of determining which candidate shall be hired for the immediate job in prospect. The employer must realize that, in adding a workman to the pay roll, he is making a verbal contract that may endure for many years. It is the problem of the employer to choose men who are capable of growth in the company. The test in connection with the interview makes this determination. If the workman is to become a barrier to the progress of others, he must be assigned, if hired, to work that is definitely stated as work of a non-promotional nature. Some means of progress around and past this employee must be found.

Some years ago an attempt was made to make use of character analysis based on profile reading, the shape of hands and fingernails, phrenology and handwriting. All of these have passed into the "almost forgotten" because they failed to stand up under scientific investigation.

In his article praising the Ohio State Employment Service, A. C. Kurtz cautions against using psychological tests as positive proof of particular abilities. He wrote:

"While psychological tests cannot be taken alone as a positive indication of particular abilities, since interests, background, physical characteristics and other qualities must be

(1) E. D. Bartlett, "Aptitude Tests and the Selection of Office Workers" Office Management Series Number 84, p. 4

appraised, yet such tests do give an indication of fitness. However, we find that workers ranking high in the tests given are more successful on the job than those ranking low." (1)

Eugene J. Benge goes a little farther where he states:

"To use tests merely to find out whom to reject or discharge is to destroy the greater usefulness of such tests. The greater function of tests is not only to discover capacity and ability and place it where it is best fitted to do the work in hand, but to enable management to develop the possibilities in all who are tested so that society itself as well as industry may gain by the increased efficiency of wage earners." (2)

In a "quiz column" of a newspaper appeared the following question and answer which gives an excellent statement on the value of testing:

"Can psychologists by tests show exactly what vocation one should choose? No, because any person can fit happily into several different occupations that require much the same traits and abilities. As psychologist Walter Bingham shows in his 'Aptitudes and Aptitude Testing'--the best book on the subject--the psychologist can give tests that help both you and him to discover your traits and abilities--even your likes and dislikes. These help both to estimate better the probabilities of success in this or that vocation. The greatest value of tests is they help you think more intelligently about yourself, and how you can fit yourself into the work-a-day world." (3)

- (1) State Helps Find the Men to Hire, A. C. Kurtz. Factory Management and Maintenance, p. 79, March 1941
- (2) E. J. Benge, "Standard Practice in Personnel Work", p. X, Op. Cit.
- (3) "Let's Explore Your Mind" by Albert Edward Wiggam, D. Sc. Boston Globe, November 10, 1942

Tests may be purchased with small effort. They are designed to measure the ability to understand and to use ideas, the ability to understand and to operate mechanisms and the ability to understand and to manage men. The ability to understand and to manage ideas is spoken of as common sense; to understand and to operate mechanisms covers the motor control needed in handwork, the coordination of hand and eye used in operating a machine, and the ability to understand and handle men is called tact and diplomacy.

Tests are classified as paper and pencil or mechanical. The paper and pencil tests are made up of questions to be answered or of lines or forms to be traced, counted or analyzed. Mechanical tests are largely made of blocks of wood to be assembled--irregularly shaped pieces to be put in place somewhat similar to a jig saw puzzle. Miniature work tests use a mechanism to be operated, for example, the section of a lathe that controls the movement of the cutting tool. Paper and pencil tests are made up of simple questions dealing with arithmetic to test mental alertness, with words that can be underscored to denote a certain relationship to the key word to test word knowledge and association of ideas, and with questions of a similar nature. Work sample tests are used for people who claim the ability to operate machines. A typist, for example, can be given material to copy. The time consumed and the errors made will give an index of her ability. If the same girl claims the ability to take dictation she can be tested in a few minutes by having the tester read material for her to take down in shorthand and to transcribe by typing. A check of the time consumer and the errors made is the index of her ability.

Miniature work tests substitute inexpensive equipment for expensive equipment. The lathe section, spoken of at the beginning of this discussion, consists of two slides, a tool and tool post. These sections costing perhaps \$25.00 are substituted for a lathe costing perhaps \$1,000.00. The applicant is given an outline to follow with a pointer attached to the tool posts. The two slides, equipped with crank handles, permit the movement of the pointer over the outline. The applicant's speed can be measured with a stop watch.

Special aptitudes can be measured with other simple devices. Strength, for example, can be measured with a dynamometer. Accuracy of movements can be measured with the Johnson O'Connor Finger Dexterity Test. This test requires the placing of three cylindrical brass pins in each of 100 holes drilled in a metal plate, arranged in ten rows with ten holes in each row. In this test, the fingers are used to grasp and place the pins. A similar plate, using smaller holes, is used for the Johnson O'Connor Tweezer Dexterity Test. In this test, the pins are grasped individually with tweezers, and placed in the holes.

The measuring of aptitudes to understand and to manage men is accomplished by such devices as the Applicant Blank, The Honesty Test, the Medical Examination and The Marston Systolic Blood-pressure Test for Deception.

The Applicant Blank filled in by the prospective employee gives the answers to such pertinent questions as, "How desirable is his present age?", "How adequately has his previous experience prepared him for the position?", "How well would the proposed salary meet his current living expenses?" Those sample questions must be answered favorably or

there is no need of further consideration of the applicant.

There is no test that will guarantee honesty in the future, but the past life of the applicant, in regard to honesty, can be ascertained to a high degree. This test is made with the Keeler Polygraph Test, usually known as the Lie Detector. This test measures the physiological changes in the subject's body that accompany his emotional changes caused by questions relating to his present and past life. The Marston Systolic Blood Pressure Test for Deception utilizes the changes in the subject's blood pressure as the guide to the findings of the test.

All honesty tests are fundamentally alike in philosophy and in general procedure. They assume that all emotions are reflected in a particular pattern of physiological changes and that these changes are measurable. Each test assumes that the record of the test can be measured only by an expert who has knowledge of human emotions and who has the technique of asking questions that will arouse the emotions to be measured.

There are tests designed to distinguish the introvert from the extrovert. These tests are a series of questions designed to show the subject's preference in being alone or with others. (1)

Testing is a subject that is of such magnitude that it is not my intention of presenting a complete discussion in this paper. It is a science for the trained tester, not for the layman. It is presented in this abbreviated form because I believe that every employment office should investigate its possibilities.

Tests are available in the market. They are good tests and

(1) Scott, Clothier, Mathewson and Spriegel, "Personnel Management", Op. Cit., p. 155 FF

show certain results. They may not show what the company is seeking but the result is there. For that reason it is unwise to purchase tests without first hiring a trained psychologist to make a plant study and then prescribe the tests necessary. The plant will have more satisfaction and a higher degree of test validity. It is the function of the psychologist--not the layman--to build, to devise or to alter tests to fit the particular work for which a test is desired. By using ready made tests and working without the aid of the psychologist, it is possible to wander far afield in search of the correct test. This condition arises because of the tests not being validated.

a. Validated Tests

The test is validated by administering it to a group of people, some of whom have proven through their work to have the ability sought for and others who have proven to have some of the talent and a third group who have demonstrated to have little or none of the qualities sought for. If the test is properly designed, it will sort out the three groups with a high degree of accuracy. If it is not suitable, the results of the test will not correspond with the known factor.

b. Effect of Tests on Employee and Employer

Employees fear tests because they know nothing of the background surrounding the science. Many workmen have friends who have taken tests and whose description of them is limited to such expressions as "Oh, you draw lines" or "Just put pins in holes". Many times a prospective worker announces before taking a test that he is never able to do well in a test of any type. This may be truer than the applicant thinks because this type of person usually goes to pieces under pressure. The test will



weed out this applicant and the company is saved the cost of finding out his lack of stability through spoiled work tickets.

Many employees object to taking tests after being on the pay roll for months or years. They fear that their true ability will be discovered. This is unfortunate because many times they will display a hidden talent that is needed more than the talent they are using in the current job. The test may justify promotion.

The test should not be regarded as the sole means of selection. It is an aid in the process. All other methods of selection--the application, the interview and the investigation--must be used. The test will show its true value in determining which applicants to reject, as their scores will indicate the low expectancy of their success in the particular job. Tests are but one of the tools for the employment interviewer to use in the process of selection.

The following statement sums up the true value of tests:

"Psychological tests will enable the employer to pick new people for quick training with more assurance than without their aid. By selecting persons of suitable aptitude the training period will be decreased and performance on the job will be improved. Misfits will be eliminated, or directed into their proper channels." (1)

With this assurance, we can eliminate the fear that some employers have that they will prevent those of medium and low intelligence from entering industry. This is not a correct assumption to make as industry is able to absorb individuals of all degrees of intelligence. The employer needs only to concern himself with getting the person of

(1) Personnel Journal, Vol. 20, No. 1, May 1941



the correct mental ability for the work to be performed. If this care is taken there will be a reduction in labor turnover costs due to placing men of high intelligence on routine tasks. These men are not interested in this type of work after they have discovered the reason for the task or the manner in which the machine operates.

The "hit or miss" system described above is the usual practice in many plants. A likely prospect is selected at the gate, given a short interview and assigned to work. The company has not made analyses of the jobs to be filled or their requirements. There is no record kept of the difference between the successful and the unsuccessful employees. When an employee is hired under this system, there is no scientific basis for prediction of either his success or failure. The workman may be a hindrance to the progress of others or he may be too intelligent for the job. Either extreme may be a source of expense to the company by causing labor turnover.

c. Oral Trade Questions

For many trades and occupations there are "Oral Trade Questions". These are not generally used in private plants, but are used extensively in the United States Employment Service offices. As in the use of the usual psychological tests, the oral tests are not intended to take the place of an interview. They are another tool to be used in classifying the applicant. The oral test is simple to administer and score. It does not measure skill, as skill is an asset that must be demonstrated on the job. The test does show familiarity with the trade or occupation.

All oral trade test questions used by the United States Employment Service offices have been validated. Validation was secured by



having twenty-five men in the skilled, unskilled and related jobs answer the questions. In order to get a group of questions that could be answered only by skilled men, any question that was answered by either the unskilled or "related jobs" men was eliminated. These questions were submitted to groups in various parts of the country and the results were sent to the Occupational Analysis Section of the United States Employment Service, Washington, D. C. More questions were added and discarded if they were answered by others than the skilled group. The results of the trial and error method were correlated and fifteen questions for each trade or occupation were selected. The correct answers are those that usually only a skilled man would give. According to the number of correct answers, an individual is placed in a specific category,--well-informed, has some information, or has little information about the work.

The fact that the questions are validated makes them of more value than the usual set of questions that many employment managers use for various jobs. These questions are based solely on the employment manager's ideas and what he has seen of the particular occupation.

d. Testing Service of United States Employment Service

Because of the importance of testing, both written and oral, the United States Employment Service has set up a testing service. This service is free to employers. If an employer desires the use of the service, he calls the nearest office and asks for it. A trained job analyst goes to the plant and makes a survey of the jobs for which testing is desired. He then prescribes various tests that have been validated. The employer places an order for the number of workers he desires and the local office recruits, tests and refers the successful candidates to the

employer. The employment service will not test those employees who are on the job. The service will test employees for promotion, but not for the purpose of determining those who are to remain on the job or to be discharged.

Tests are usually given after the preliminary interview and prior to the final interview. In cases where the United States Employment Service gives the tests for a company, the preliminary interview is given by the Employment Service office to those applicants who appear seeking work. The public office uses the job specifications prepared by the analyst as its guide in the preliminary interview.

There are advantages in having the United States Employment Service give tests. The expense of setting up a private testing system can run into large figures. The employees realize that something new is in progress and stories soon start to circulate. The stories may not be correct, but in their circulation they tend to create a sense of worry over the unknown.

This tendency to worry starts employees to thinking of ways to circumvent the new plan. If the sheets of questions are of a standard set, they can be purchased in the open market. As soon as this happens the value of the test is lost.

I have been informed that a set of "Wiggly Blocks" which are used in the Johnson O'Connor test is available in one of our large industrial locations. This test is made from an approximately 9 inch square block of wood which is about fifteen inches long. The block is band sawed the full length twice on both the width and breadth of the ends. This gives nine long blocks. In sawing the blocks, the piece is manipu-

lated in order to give long swelling concave and convex curves. These curves prevent the assembly in any manner except the one correct way. My informant also said that persons seeking employment in plants using this test are allowed to practice with the set until they attain the speed necessary to pass the test. This practice nullifies the information sought for by the tester. He is interested in determining the time needed for the subject to complete the assembly without having had practice.

The tests and the scoring used by the United States Employment Service are confidential and even those in the Service who are not assigned to the testing division have no idea of the questions or their use. There is little chance of the general public ever being able to practice to attain proficiency.

Another advantage is in having the Employment Service as a recruiting aid. With the number of people who go to the local offices of the United States Employment Service seeking employment, there is little doubt of the possibility of the Service being able to fill an order. If applicants appear at the plant, they can be sent to the local office of the United States Employment Service to register and be tested.

The United States Employment Service has developed 145 batteries of aptitude tests. A battery is a test or combination of tests for a specific occupation. For example, the battery for Sewing-Machine Operator, Style Garments, is made up of a Paper-and-pencil Location Test and a Paper-and pencil Pursuit Test. In keeping with the usual practice of the Employment Service, no further information regarding these tests may be given. The content of the tests and the method of scoring are

highly guarded secrets. Employers interested in tests should request assistance from the manager of the local United States Employment Service Office serving the area in which the employer is located. Tests are available for use in the manufacture of electrical equipment, confectionery, rubber goods, glass, jewelry, textiles, cans, as well as in many others.

These tests are used after the initial selection is made on the basis of job specifications supplied by the employers. The aptitude testing program is to develop testing devices directly related to actual job performance.

The test batteries are used as final selection devices in the Employment Service offices all over the country.

5. Job Families and Occupational Analysis Program

If manufacturers will expend the time and money to make thorough analyses of all the jobs in the plant, they will discover that they have a large labor source from which to recruit in the plants. This source is made up of employees who, for one reason or another, are being laid off. While one group is being put out of production, the employment office is frantically searching for needed employees. The difficulty in making a transfer lies in the fact that the employment office receives orders for men possessing skills not needed on the jobs. The foreman asks for machinists when actually operators would suffice. It is a wasteful, inefficient method of recruiting personnel to ignore present employees and seek new ones. I hope the following statement is not applicable to many employment managers. It shows a lack of coordination

in the employment office:

"A machine company in North Carolina advertised in a number of southern cities for 500 machinists. When the United States Employment Service persuaded the company to permit occupational analysts to review the requirements of these job openings, it was learned that workers from a wide variety of related occupations could be used through a program of job breakdown and in-plant training." (1)

6. Composition Studies

There are available Occupational Composition Studies (2) that are patterns of jobs which are important to a particular industry or to the manufacture of a particular product. The pattern shows in terms of the Dictionary of Occupational Titles the names of the occupations which are involved in the industrial process. To further assist in clarifying the problem, the percentage of workers required for each classification by department and by plant is also given.

These studies show the personnel requirements of the jobs, the trade tests, aptitude tests and the occupational information materials, such as job descriptions, which have been developed. (3)

The composition studies made in a plant can be used in other plants or in the planning of new establishments. The tests, requirements for pre-employment training and types of personnel are all itemized in the composition study.

(1) The Labor Market, May 1942, p. 6

(2) U. S. Employment Service, Washington, D. C.

(3) Carroll L. Shartle, "Fitting Workers to Jobs", Personnel Journal, Vol. 20, No. 9, March 1942, p. 328 FF

7. References

References are often required by various employers before they hire a new employee. Some references have but little value as they are the usual form letter addressed "To Whom It May Concern". This type of reference is usually vague on specific points and says that the bearer has worked for a certain number of years. Unfortunately many employees feel that these are of great value.

If references are required, it is far better to ask the applicant for the names of persons who are well acquainted with his ability and character. He should be told the reason for asking for the names. The application blank lists former employers and it is a simple matter to write to them asking for answers to definite questions. In using letters of this type, assurance must always be given, and the promise kept, that the answers will be kept in strict confidence.

In a recent survey information was requested relating to the requiring of written references by employers when considering an applicant. It was found that in 1940, 49 per cent of the returned questionnaires listed the use of written references. In 1930, 82 per cent of the participating employers required written references. (1)

Due to the demands made on industry by the war, many of the employment departments have found it necessary to have applicants investigated before being placed on the pay roll. This type of investigation calls for very complete references. One manufacturer requires that the applicants give the names of three business men in the applicant's

(1) Scott, Clothier and Mathewson, Op. Cit., p. 348

community who have known the applicant for ten years. This company makes up a list of business men in various communities. The list for one city was made up of elderly bank presidents who are not in a position to know the generation between eighteen and twenty-five. As a result of this arrangement, few applicants were put to work. By using men not familiar with the younger generation, the company was hampering its own efforts to secure workers.

When references are issued by an employment office they should be definite as to duty, ability, attendance, cooperativeness and ability to get along with fellow workmen. They should not be issued unless requested.

8. Fingerprinting

If it is known by the public that all persons hired will have their fingerprints taken, many job seekers who have past lives that will not stand close scrutiny will refrain from applying. This system is not expensive. Its desirability is emphasized by the fact that it is used by the United States Civil Service Commission to make a permanent record of every government employee. Time alone will show if:

"The finger print system could be utilized by corporations having a large number of employees, to prevent the employment of undesirables or the re-employment of persons who were discharged at one of its branch offices, by maintaining a central bureau for finger prints at its main office and forwarding impressions of all candidates for employment at any of its branches, to the main office or central bureau for comparison." (1)

(1) Kuhne, Frederick, "The Finger Print Instructor", p. 11,12

C. Labor Reserve

The Labor Reserve is composed of persons who are unemployed, yet able to work. It is composed of those temporarily out of employment and those whose last employment has been completely severed. Some of the unemployed, for example, those out of employment for a few days, are not good prospects for any employer except the one who last had them on his pay roll. Others, because of physical or mental limitations, are employable only in special jobs. There are others who, because of personal desire or lack of ambition, are floaters or loafers. There are also those who want to work and are capable of work yet, because of various conditions beyond their control, are unable to secure employment.

When we consider various statistics as to the size of the labor reserve in this country we are beset by doubts as to which figure is correct. Figures are compiled by labor organizations, by governmental agencies and through various other computations. The figures on a nation-wide basis are of little value to a manufacturer in a particular state or area. Instead of using figures which I believe to be impractical because of the tremendous geographical area covered I will use the figures for Massachusetts.

The local manufacturer is far more interested in the size of the immediate, accessible labor reserve than in the thousands or even millions of people that he cannot possibly consider.

1. Statistical Estimates for Massachusetts

It is difficult to arrive at the total number of workers in Massachusetts, but estimates have been made by taking 4% of the national totals compiled by the Department of Labor. This per cent figure was

arrived at by a comparison of various actual figures and is reasonably accurate. The following table is self-explanatory:

Estimated Distribution of
Massachusetts Labor Force (1)
1939 -- 1944

	<u>1940</u>	<u>1941</u>	<u>1942</u>	<u>1943</u>	<u>1944</u>
Total Labor Force	2,296,000	2,332,000	2,424,000	2,592,000	2,652,000
Unemployed or					
Labor Reserve	372,000	228,000	112,000	48,000	40,100
Armed Forces	20,000	68,000	152,000	372,000	452,000
Civilians Empl- oyed	1,904,000	2,036,000	2,160,000	2,172,000	2,160,000

The foregoing figures show that the labor reserve was at a high point in 1940, when about one person in five was looking for work. With such a large reserve the employment officer could make a selection from a large group of applicants. From 1938 to 1940 there were usually enough available applicants to fill any skill requirement and the employment departments could ignore the less skilled worker.

That condition changed rapidly due to the war. Almost overnight our employment men found that skill was harder to uncover. With the increase in the number of men and women entering the armed services, our labor reserve became but a fraction of the 1940 figure. A study of the chart will disclose that from a reserve of 1 in 5 in 1940, we dropped to 1 in 50 in 1944.

2. Growth of Labor Force

The labor force grows from year to year in accordance to the growth of the population of working age. From 1930 to 1940, it increased approximately 280,000 in Massachusetts. Had there been no change in

(1) Based on Table 1, p. 269, U.S. Dept. of Labor--4% of National Figure. Bureau of Labor Statistics, "Monthly Labor Review", February 1944

trends we would have expected to find 2,364,000 either at work or looking for work in July 1943 and 2,392,000 in July 1944. Actually there were 2,592,000 and 2,652,000 respectively.

3. Problems of Demobilization

The big question is: "How many workers will withdraw from the labor force after the war?" The number will obviously influence the amount of labor reserve in the post-war period.

Demobilization of 4/5 of the armed forces would return to Massachusetts approximately 250,000 individuals.

The problem of withdrawals from the labor force is confined largely to two groups--young persons of school and college age, and women 35-64 years of age.

Boys, 18 years of age and younger, have gone into the armed services--some would not have normally quit school or college until they were between the ages of 19 and 23. Normally, boys and girls under 16 would remain in school. Today they quit school to take jobs. This segment of the labor force can be reduced to approximately normal proportions by inducing young people to remain in school or to return to school or college. This effort may be especially successful among young men in the armed forces because of the steps taken by the government to create educational opportunities through financial assistance.

It is estimated that women, 35 and over, in the labor force number between 60,000 and 80,000 in Massachusetts. (1) It is probably that a small percentage of this group will continue in the labor market.

(1) Estimate based on figures taken from "Monthly Labor Review"
February 1944

The relative severity of the post-war demobilization problem for each state depends on the size of its "excess" labor supply during the reconversion period in relation to its pre-war capacity to provide employment. Massachusetts' ratio will be approximately 32%--that is about the average for the United States as a whole. In no state is the problem negligible. A sudden expansion of only 20% is enough to cause serious trouble unless proper preparation is made to meet it.

Massachusetts, being largely a textile center, will not feel the impact of reconversion as much as other states. The textile manufacturers, unlike, for example, the automobile manufacturers, did not find it necessary to install special machinery to produce war goods. Instead, the regular machinery used in producing civilian goods was merely loaded with war goods. When the time comes that cloth is not needed in great quantities for the armed services, the same machines will be loaded with cotton or wool for peace time production. There will be scarcely a noticeable pause between the two types of materials. This will cushion the total unemployment in Massachusetts.

Many women will, in all probability, give up their war time jobs. Some children and young men and women in the armed services will return to school. The combination of women leaving employment and of some young people returning to school will open the way for returning veterans to find work opportunities. I think that Massachusetts need not fear having too large a labor reserve.

IV. INTRODUCTION TO THE JOB AND FOLLOW-UP

A. Introduction to the Company

So far I have been considering the employment department in broad general terms--outlining ways and means of securing the needed workers. It is now possible to introduce some pertinent material for making a definite commitment to hire an applicant.

1. The Employment Interview

The first step in any interview is to put the applicant at ease. Without this primary factor, the interview is wasted effort for both the interviewer and the applicant. A cheerful greeting is usually sufficient to start the process of removing any doubts of the desirability of being an employee of the company. Earlier in the paper, I stated that the applicant's first impression of the company is formed by the manner and place of his first interview. (1)

With the applicant at ease, the interviewer is in a position to allow the applicant an opportunity to present his story. As this is not a monologue on the part of the applicant, the interviewer is in a position to explain about the company.

The usual time to start informing the applicant about the company is when asking him if he has had prior experience in the same line of manufacture. If he has, it is possible to immediately start questioning regarding the experience with a view to placing him in the department or section for which he has a background.

If the applicant is without experience, it is necessary to draw from him his background, hopes and ambitions. On these, his future

(1) See page 19

hinges. His answers will in large measure determine his initial assignment in the plant--keeping in mind, always, that the dissatisfied employee is a needless hiring expense. We must always bear in mind that:

"It is essential that the employee begin his new work as a friend of the organization, convinced that he has taken the right step. He must not, however, be overconvinced. He must be given a true picture of disadvantages and responsibilities as well as opportunities, and allowed to build a picture for himself; if he decides that he fits into this picture, he thus sells the job to himself. Any other attitude on the part of the employment department is unfair to the applicant, and leads to disappointment, loss of morale, and increase of separations. A reputation for fair dealing and faithfulness to promise is the best asset of an employment office." (1)

As the interview progresses and as the feeling of restraint leaves the applicant, the interviewer is enabled to introduce some of the pertinent facts regarding the company. Often, a few sentences giving some of the history of the company will create more of a desire to become a satisfactory employee.

2. Information about Product

The product of the company must be explained to the newcomer in the area or to the newcomer in the labor market. Otherwise, he has no means of determining the quality required other than by getting some second hand information from a fellow worker. If the company makes a good product, one that they are proud to sell under the company name, the employees should be told of that quality in order that the pride of workmanship may be instilled into the mind of the newcomer before he is permitted to punch a time clock or start a machine. If the product is poor,

(1) "How to Interview", Bingham and Moore, p. 77



made of cheap, shoddy material, there is no need to tell the new worker. He will discover the fact shortly.

3. Standards of Workmanship

The standards of workmanship were partially discussed on the preceding page. They are so important in a manufacturing plant that they deserve a little more comment. The newcomer must be told, in a pleasant, yet firm way, of the standards that have been set and the reasons for the standards. It is far better to take a few extra minutes to explain the requirements before the new employee starts his work than it is to wait until an error has been made and then attempt in the heat of argument to explain why the error should not have been committed.

4. Information about Department

Prior to entry into the department, the new employee should be told about the department. The name of the foreman and his assistant should be given and repeated, if necessary, so that the new worker will have at least two names with which he is somewhat familiar.

The product of the department should be explained. This requires that the new employee be told what the stock is, where it comes from and where it goes for the next processing. This may seem to be a waste of time, but properly handled by the interviewer it serves to instill some confidence in the worker and it gives another opportunity to stress quality of workmanship.

5. Pay Rates

Several years ago I had the unfortunate experience of having a new worker dissatisfied with her pay rate. She was hired by the employment department and told her weekly rate. Unfortunately, at the time of

hiring, we were not working the full number of hours. The young woman was paid her hourly rate for each hour she worked. She expected, because she had been so told, a certain amount each week. Instead of the amount for 48 hours of work she received an amount for 40 hours of work. That one instance brought out to me the fact that if employees are hired on a job that is on an hourly rate they should be told the hourly rate and not the amount per week. If it is a salaried position, the salary and the time period should be told. Piece workers should be informed about piece rates and, if there is a bonus system, it should be explained. It is far wiser to have a trained person explain these points than to have the operative at the next machine assume or be requested to assume one of the duties of management.

The pay rate for the job, important as it is, usually represents the entry rate for the job. Each new person hired is interested in not only the starting rate, but also the top rate. I can go further in this discussion and state that the intervening rates are interesting to the new worker and particularly the time required for him to serve between steps.

New Hampshire law makes it mandatory on the employer to tell the new employee before he begins work the amount of wages he is to receive. If the employee is paid on a wage incentive plan he shall be informed of the approximate minimum rate and the method upon which supplementary wages are to be based. (1)

The employment officer must never answer a question regarding pay with an indefinite answer.

(1) The State of New Hampshire, Chap. 210, Revised Laws, Section 17

6. Possibilities of Promotion

The new employee is interested in the steps into which his job leads. He usually wants to know how far he can progress and, here again, the answer must be definite. The applicant of today does not want to be told that there is no limit to progress with the company. He knows that his chances of becoming the president are very minute. The plant operating under a union contract with promotion on a seniority basis is in a difficult spot when the question regarding promotion is asked. It is necessary in a case of this type to inform the prospective employee that he will have to be promoted according to the rules of the union contract. This discourages some job seekers. I was once informed that if I accepted employment that there were 400 ahead of me on the seniority list. The large number that had to be promoted before I could be moved from a routine machine job caused me to seek employment elsewhere.

In the early days of manufacturing, promotion was largely a question of which man in the department was the best mechanic. Early machinery was prone to break, go out of adjustment, or simply stop. The man who could keep it going was the man selected to head the department. No thought, or very little thought, was given to his ability to organize his work, lead people to correct practices or to interpret the desires of top management. The idea of promoting the best mechanic is dying out rapidly. The problems of management are too numerous today to assign to a "monkey-wrench mechanic".

Employment office personnel must keep in mind that all problems are not solved the day the new worker is hired. New problems arise each

day and promotion is one of the most vital, as is well-stated below:

"Promotion problems really originate at the time when the employee is first put on the pay roll, since promotions to supervisory positions are made almost entirely from among employees already on the pay roll.

"Original employment, therefore, has a double importance; first in respect to the job to which the new employee is to be assigned upon being hired and second, in regard to the positions to which he may be promoted later. Taking proper account of the second of these problems requires more foresight and information than most of us possess, especially since we cannot anticipate exactly what positions any one person might be promoted to.

"It is clear, however, that original employment must anticipate a lifetime of service with the company, and every possibility that lies ahead must in some degree be given consideration. Psychological test information, with respect to promotion, must be adequate and used properly." (1)

7. Physical Examination

Physical examinations can be made to perform miracles for the employment office. For those applicants whom the interviewer feels would be a poor investment because of poor past records, the physical examination can always be marked, "Failed to pass". For those applicants who fail the examination, but whom the interviewer wants to employ, he can usually accept a signed waiver from them. The examination is only as honest as the company representatives desire it to be. Examinations run the entire scale from none other than a cursory glance to see that the applicant has all of his fingers and both eyes to complete examinations

(1) Guy B. Arthur, Jr., "Tests for Personnel Selection, American Machinist", p. 101, February 19, 1942

with x-ray pictures of the lungs. Not being a doctor, I am not in a position to prescribe a suitable physical examination but I suggest that every company hiring more than one employee make arrangements with a physician or an insurance company and be guided by their advice.

I am familiar to some extent with eye testing in a factory. The original test used there was the common garden variety of a chart on the wall with letters of various heights. The applicant stood twenty feet away and covered first one eye and then the other with a piece of cardboard. The ability to read the letters was assumed to show good eyesight. This particular company makes a very fine precision product and some of the girls were passing fine wires through minute openings. Others were on larger work. Shortly after setting up a new plant, the girls doing the fine work began to complain that they were suffering from headaches and eye strain. A few bought glasses. To check the veracity of the complaints the girls were retested with the familiar test and some were transferred to other work, while others were told to continue on their current work. About the time that the labor turnover figures began to soar, the company purchased a Keystone Visual Safety Test apparatus. This device operates on the same principle as an old-fashioned stereoscope. (1)

All employees who complained of eye strain were tested on the apparatus and classified as Class A,B,C or D. The classes cover the entire range of work from precision, Class A, to the visually handicapped, Class D, who may be employed in unskilled labor. This test gave the employment department a definite criterion with which to work and

(1) See illustration on sample Industrial Record Form No. 5, page 87

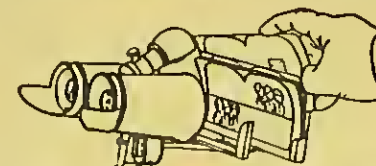


KEYSTONE VISUAL SAFETY TESTS—Using the Visual Safety Telebinocular and the IVS Series of Slides

INDUSTRIAL RECORD FORM NO. 5.
Identical with Form No. 4 except Test 6.

Name _____ Dept. _____

Date Clock Number Examiner



WEARING GLASSES?


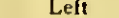
Yes _____ No _____

Age ----- Sex -----

All tests must be taken with both eyes open. Check (V) last reply only. Keep ALL the Far Point Slides in the Far Point holder at all times. Transfer each slide to the back of the pack as soon as used.

All tests must be taken with both eyes open. Check (✓) last reply only. Keep ALL the Far Point Slides in the Far Point holder at all times. Transfer each slide to the back of the pack as soon as used.		CLASS D Hazardous	CLASS C	CLASS B	CLASS A	CLASS A Special
TEST 1. COLOR DISCRIMINATION. Not remediable. Failure on Red-Green (abcd) involves hazard wherever colored signals are used.		Fail	A 4 E 1	B 3 F L	C + G 2	D □ H T
TEST 2. VISUAL ACUITY: Right Eye. May be improved by glasses or change of glasses.		1 L 20/75	2 R 20/60	3 B 20/45	4 T 20/33	5 C 20/20
TEST 3. VISUAL ACUITY: Left Eye. May be improved by glasses or change of glasses.		1 B 20/75	2 L 20/60	3 T 20/45	4 R 20/33	5 B 20/20
TEST 4. VERTICAL IMBALANCE. Usually correctible by glasses. Check for bent spectacle frames.		Line or ball only	0	0	—0—	
TEST 5. DEPTH PERCEPTION. May be improved by training.		Fail	1 +	2 ●	3 ♥	4 ★
TEST 6. AMETROPIA AT FAR POINT. Usually Correctible by glasses.		Any other reply	5 ■	6 ●		

NEAR POINT TESTS. Required of Near Point workers only.

NEAR POINT TESTS. Required of Near Point workers only.					
at Near Point	TEST 7. AMETROPIA AT NEAR POINT. If bifocals are worn use reading segment.	Right 	Left 	Failure to distinguish number of lines in any ball indicates need for eye examination.	12 balls correct
	TEST 8. NEAR POINT FUSION, If bifocals are worn use reading segment.			If four balls are seen additional information can be obtained by giving Test 10.	3 balls

OPTIONAL TESTS. Tests 2 to 8 not absolutely necessary for unskilled workers.

TEST 9. VISUAL ACUITY: Binocular. May be improved by glasses or change of glasses.										1	2	3	4	5	6	7	8	9	10	11
										L	T	C	R	B	C	R	T	R	T	B
										20/200	20/150	20/122	20/100	20/75	20/60	20/45	20/33	20/20	20/15	20/10
TEST 10. LATERAL IMBALANCE. See instructions on back of Slide IVS No. 10.														Far 1.2.3.4.5.6.7.() 12.13.14.15 Near 1.2.3 () 8.9.10.11.12.13.14.15					Far 8.9.10.11 Near.4.5.6.7	

SUGGESTED GUIDE FOR CLASSIFICATIONS	CLASS A.	All makers and assemblers of small instruments and parts, fine inspectors and minute detail workers. Precision workers.
	CLASS B.	Truck drivers, Cranemen and operators of moving equipment.
	CLASS C.	Mechanics and operators on non-precision work.
	CLASS D.	Visually handicapped but may be employed in unskilled labor. Should be given special safety precautions.

NOTE—These Record Forms supplied in pads of 50 by Keystone View Co., Meadville, Pa. Also available in size 5" x 8".

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which permitted the use of the workers in the place best suited for them and not in the place of the greatest labor shortage. The turnover dropped to normal within a week. This test has never been falsely used by the company as a means of rejecting an applicant. If the applicant is rejected, it is never blamed on the eye test unless that was the exact reason.

In fact, of all those tested, there has been only one rejected because of eyesight. That particular individual tested 20/40 in both eyes and ordinarily would have been hired, but in the preemployment interview, it was disclosed to the employment manager that she had been blind for five years. She was rejected because of the fear that close work might cause a recurrence of the blindness. (1)

8. Rules - Book Versus Verbal

One of the most important tasks assigned to the employment office is posting the new employee regarding company rules. There are two methods used.

A few years ago I found a printed form with my signature on it. That signature showed that I had received a copy of the rules of the company. That guarantee was in the printing immediately above my name. I never saw the book. Like many others, I was probably told to sign on the line and the clerk who obtained the signature forgot to give me the booklet.

On a par with this system is the verbal method of giving the new employee a resume of the company rules. It is no more satisfactory than expecting the new employee to learn the rules from fellow workers.

(1) Hytron Corporation, Newburyport, Massachusetts

In either case the employment department is without a valid argument if the worker breaks a rule.

Every company should have a printed sheet of rules or a booklet, if such is necessary, and present the new worker with a copy. I used the phrase, "present the new worker", for this is an opportunity for the employing officer to hand the pamphlet to him with a statement so worded as to create a feeling of good will.

9. Employee Handbook

With the problem of the rules out of the way, it is an easy matter to give the new worker a handbook. This can be a simple pamphlet telling in terms understandable to the worker a little history of the plant, showing a picture of the building and an explanation of the various activities carried on for the benefit of the employees. It is a splendid introduction to the company and it gives the new worker something tangible to take home to read over. Further, it gives him an opportunity to ask questions of his neighbors in the plant and a conversation soon takes away the feeling of utter loneliness caused by being a newcomer.

10. Union or Non-Union Shop

The employment office must in the case of a union shop tell the new employee of the union requirements. The union contract must be given to the worker and his duties and privileges explained. If dues are collected on a check off, the worker must be told in order to forestall any arguments over short pay. If dues are paid to the shop steward or at the union hall, the point should be made clear. Initiation charges and the time limits in which they must be completed must be explained in such detail that there can be no possible misunderstanding.

There may be some doubt that the explanation of the union requirements is a function of the employment department. There may be a feeling that this is a function of the shop steward. I have no quarrel with the latter idea. I do think that it is an employment office function to explain the plan so that the new worker will know exactly where he stands and make his decision.

Earlier I stated that the employment office and the purchasing department are somewhat similar. (1) Here we have a good example. If a worker is hired and leaves because he objects to paying dues, or because he claims the initiation fee is too high, the company money is wasted just as much as if the purchasing agent bought material not up to standard and, after using some, decided to return the remainder to the vendor. In either case, poor judgment was used. Labor turnover is expensive and any means that can be found to reduce it must be used.

11. Insurance

The problems of life insurance are taken care of in many plants by a specialist in such problems. In Massachusetts we have Savings Bank Life Insurance and manufacturing companies sell it to their employees. At the risk of being mistaken for a life insurance salesman, I am going to suggest that every company take enough interest in the new workers to at least hand them a booklet containing some information about the company policy regarding life insurance. It may be the decision of the company to let this small amount suffice at the time of interview and later follow up by having a trained member of the staff make a definite attempt to sell

(1) See page 9

insurance to the new worker.

Roland Day, formerly with the Boston Woven Hose Company, once told me that he had sold about \$750,000 of life insurance in the plant. Brown and Sharpe Manufacturing Company of Providence, Rhode Island, pays part of the cost of all life insurance, both group and individual, sold in the plant. It is good protection for the workman and it reduces the collections that are taken up when an employee dies.

Mutual Benefit Plans vary from plant to plant. The plans usually are so arranged that an employee who is unable to work because of sickness or accident receives from the plan a small sum of money for each day of absence. Some plants require that a specified time elapse between the first day of absence and the first day of benefits. The cost of this type of plan is borne by weekly or monthly contributions from the members.

The Brown and Sharpe Manufacturing Company permits the mutual benefit association to operate candy distributing machines throughout the plant. The profit from the sales goes to the fund. (1)

12. Picture for Identification Purposes

Because of the plant protection demands created by the war, many companies have established sections in the employment office where pictures of the new employees are taken, developed and inserted into badges as a means of identification. Due to the necessity of having the badge in his possession when entering the plant, most employees, I notice, wear them in a conspicuous place. This is a form of advertising for the company and the badge and picture should be such that the employee is proud to wear it.

(1) Information through personal knowledge.

Some plants are spending money on badges that are the subject of many caustic and jocular remarks on the part of the wearers. It should be a definite rule in every employment office that the finished product be a credit to the company. If this rule is followed, we will not hear stories such as the one where the employee removed his picture and substituted a picture of a monkey and the change was not noted for many months.

B. Methods of Introducing Worker to Department

1. Guide to Foreman

Now, the applicant has been hired. He has survived the barrage of questions, knows something about the company, and is ready to start work. Money has been spent on which there has been no return as yet and on which there will be no return for some time. The employee must remain on the job or the entire process must be repeated at additional expense. Can we now run the risk of breaking down the good will that has been so carefully built up? The risk is taken every time we entrust our new employee to the hands of a guide or messenger who has no idea of what a good messenger is supposed to do. I believe that the guide should be instructed to take the new man to the foreman of the department to which the new employee is assigned by the most direct route, explaining as he travels the various turns and passageways so that the newcomer is not bewildered. On arriving at the destination, the messenger should hand the foreman a slip of paper, prepared by the employment department, showing the new man's name and the job for which he was hired.

I was once interviewed and sent with a guide to another part of the plant for final decision. The guide took me over most of the plant and through passageways that were not on the direct route. Never once did he speak unless spoken to and then in the fewest words. At our destination I was told, "Go in there". I had no idea to which man I was to talk and had to inquire. Then a search had to be made to see if certain telephone calls regarding the interview had been received. It was an unpleasant feeling and I did not enjoy the experience.

2. Foreman to Immediate Supervisor

The foreman by whom I was interviewed changed the first impression in a few seconds. He put me at my ease. After our talk, he personally took me to the department and introduced me to the supervisor. Here, again, I was made welcome. Before I left I had a definite feeling that I was wanted. It took two good men to offset the bad feeling engendered by the messenger.

3. Supervisor to Instructor

The supervisor should always take the new employee to the instructor. This may seem to be a small thing in a lifetime of greater problems but it is a big moment in the life of our new employee and it should be so regarded. It makes a good impression on the newcomer and it gives the supervisor an opportunity to see the reaction of the instructor. The instructor can make or break the new man and it is part of the foreman's duty to see that the latter does not happen.

V. TRAINING

Training employees is not a new problem that has suddenly been forced upon us through the increased demands for skilled workers to make the implements of war. Twenty-five years ago we had finished the first World War. That training was a problem then is demonstrated by the following statement:

"Practical plans should be inaugurated in industry and outside of it for the training and upgrading of industrial workers, their proper placement in industry, the adoption and adaptation of apprenticeship systems, the extension of vocational education, and such other adjustments of our educational system to the needs of industry as will prepare the worker for more effective and profitable service to society and to himself." (1)

A. Need Determined by Employment Office

It is the function of the employment department to suggest to management when training is needed. The department is the nerve center of the ebb and flow of employees and the control center of all orders for either new or replacement workers. From the known supply, as represented by the applicants, and from the demand, as represented by the orders, definite recommendations regarding the need for training may be made. Training is not necessarily needed for entry jobs. It may be more necessary to train present employees due to a scarcity of suitably trained personnel as operators of various machines, section leaders or management representatives.

The employment department finds that training is needed when the bulk of the applicants seeking employment say that they can do

(1) Statement of Principles which Should Govern the Employment Relation in Industry. National Industrial Conference Board, October 1919, p.7

"anything". This "jack of all trades" is not a skilled man. He is willing to try any job that meets his requirements as to pay, shift and hours. He is not helping the employment officer when he says he will do "anything". Rather, the reverse is true because this applicant is not trained to do any one thing well. It is necessary, therefore, for the company to train him in the specific operation for which he is hired.

1. Current Lack of Skilled Men

The following statement was written in 1941:

"Incredible as it may seem, actual unemployment is probably near its end in America (not for all time, to be sure, but certainly for the moment)." (1)

Since that time, we have seen a world war start and almost finish. America has produced a large share of the implements of war in addition to raising the largest military force in her history. The removal of all the members of the armed forces from the labor market has made it necessary for industry to concentrate more than ever before on suitable ways and means of augmenting a dwindling labor supply. It has to be done and done largely through training.

2. Value of Training in Schools

Our public and private schools have been of inestimable value to the manufacturers of war goods. When industry was first called upon to increase its output of metal products, the public schools were opened as vocational training centers, machinery set up, instructors hired and, in a short time, men and women were ready to take their places on the production and assembly lines of our factories. Employers needed the

(1) "It's Train--Or Else." Factory Management and Maintenance, July 1941, p. 50 FF

workers and were unprepared for the task of training them in the required number. No attempt was made to turn out, for example, all around machinists, because with approximately 500 hours of training it is impossible to train a journeyman. Good trainees were the object--men and women with some of the rough edges removed. Industry completed the training of the graduates and with these workers solved a tremendous production problem.

B. Foremanship Training

Foremanship training is probably the most vital part of all training because of the close bond between management and worker. Without good foremen, the efforts of management will be of no value. The foreman must interpret management to the worker and the worker to management. In the busy days of war production, with a crew comprised of a few journeymen and a large percentage of partially trained operators, the foreman is expected to accomplish miracles. He has all of the worries of production, safety, quality and personnel. It is unfair to expect him to cope with these problems without outside assistance in the form of lectures and demonstrations. It is equally unfair to expect him to be a teacher when he has not been taught how to teach. "Training Within Industry" is a program designed to fit such needs.

C. Training Within Industry

Perhaps at some future time an interested person will write of the accomplishments of Training Within Industry, or TWI as the program is more generally known. This is not the place to list all of the wonders that it has created. TWI was first used during World War I with such results that it has been gone over periodically and kept up to date.

With the acute need for trained instructors that became



noticeable with the production demands of World War II, TWI was brought out by the War Manpower Commission and offered to industry. The response was gratifying. Unfortunately, there are no figures available at the present time that will give the total number of firms that participated and the total number of graduates of the courses. The main reason for this is that many companies had their own representatives trained as instructors and they have conducted classes that have not been reported.

TWI courses are given free of charge to any plant designated as "essential" by the War Manpower Commission. "Essential" in this sense means "essential to the successful prosecution of the war". There is a strong possibility that this program will be available to all employers after the war. I recommend it to those interested in the problems of production, safety, quality and personnel. The courses given are Job Instructor Training or JIT, Job Methods Training or JMT, and Job Relations Training or JRT.

Briefly, Job Instructor Training covers the steps of "How to Instruct a Man On the Job". (1) The lectures cover such essential points as "What You Want to Do", "How to Get Ready to Instruct", "How to Instruct".

Job Methods Training (2) is a course designed to improve job methods. It covers the breakdown of the job, question every detail, develop the new method and the last step is to apply the new method. This course is designed to make jobs easier and safer and this is important from

(1) Training Within Industry, Bulletin Series, Bureau of Training, War Manpower Commission, December 1, 1943

(2) Ibid, December 1942

the viewpoint of the employment office. The easier the job, the more opportunities there are to fill the openings and, of course, safety can never be overstressed. The course is not designed as a speed-up plan for production. It is given to demonstrate to workers how they can work more effectively.

Job Relations Training (1) is designed to help supervisors to develop skill in getting results through the people they supervise, not only as individuals, but as a team. The lectures deal with the handling of people, treating them as individuals and the skill of understanding people. The group is taught how to handle problems arising from human relations. The results of such a course are improvement of supervision.

The courses are arranged by the Training Within Industry Section of the War Manpower Commission. The instructors are recruited, trained and paid by TWI. The employer furnishes the meeting place, usually the plant conference, heat and light.

As these courses are sometimes held after the regular work hours the employer makes any provision he wishes in regard to compensation. I have been told that some plants arrange dinners for the group at the completion of the course and that the certificates showing the successful completion of the course are presented at the close of the dinner.

These lectures should be sponsored by the employment department because I believe that they point the way to relieving some of our present day problems in manpower shortage. If the company will take the time to instruct their new employees in the one correct way to do the job, and not depend on haphazard teaching by unskilled instructors, management will find

(1) Training Within Industry Bulletin, War Manpower Commission, Bureau of Training, June 1944

that production will be higher than if a dozen instructors are permitted to teach, each in his own way. This reminds me of a clipping I once saw that said, "Every man has three ways of doing his job. One is the way it is done when he is alone, the second is the way it is done when the boss is watching and the third is the way he instructs a new worker." We cannot afford the frills that are added to the third way of teaching.

By improving our Job Methods we can use the men, materials and machinery that we have available to the best advantage. The qualities of all three cannot be improved upon until the war is finished. We must use the available supply and use it with all of the skill and understanding at our command.

Job Relations will reduce our labor turnover because I believe that better supervision will always accomplish this desirable end. This is an expense item that does not show on our books as such, but it is there in spoiled work, late deliveries and time wasted in teaching more new hires than would have been necessary if we had seen to it that our workers were given the incentive to remain on our pay roll.

D. Training on the Job

Every new employee has to have some training. If a skilled workman is hired, it is at least necessary to show him where he procures his stock, where he gets company tools, and where he rings his time card. Unskilled workmen require trade instructions in addition to that given to journeymen. An enlightening statement on training follows:

"The general consensus among companies which have comprehensive programs is that the most profitable and effective training is training on the job for the job, as well as the training of selected candidates for the job ahead. This type of training is specific and purposeful

rather than general and abstract, and is fundamental to the interests of both the individual and the company; it shows each man how he can do his job better." (1)

On the job training is the usual method practiced for instructing our industrial workers. It is necessary to hire unskilled applicants in the employment office and send them into the factory for instruction. In the process of changing a green hand into a semi-skilled or skilled workman, an expense is incurred that can be offset only by the trainee's remaining on the job after he has become proficient. The length of time necessary to create this offset varies with the amount of time and material used in instructing the workman.

I believe that it is the function of the employment office to follow up the progress of the persons hired to insure that the company is receiving some return on the money invested. The employment office is not interfering with the duties of the foreman in making this type of follow-up. The foreman's main object is to get his production out at the lowest cost. The employment department therefore has an interest in the new worker and in the type of instructor assigned. All employees are not skilled in teaching a newcomer the correct way of performing the job. They cannot teach the correct method because they were taught inaccurately by other incompetent workers. I do not intend to insinuate that the employment representative is such a paragon of excellence that he can tell at a glance whether or not the teacher is doing a good job. However, the employment man can stop as he passes through the factory and ask the new employee

(1) Holden, Fish, Smith, Op. Cit., P. 108

questions regarding his progress and report his findings to the foreman of the department for correction or for praise.

E. Training in Vestibule Schools

This type of training has proven popular with some companies that are fortunate enough to have a surplus of machinery to use in setting up such a school. As the name implies, the school is set up in a space some distance from the regular production space. The thought back of the actual separation is that the newcomer is less distracted by his surroundings if he is exposed to them gradually. He is also less timid about asking his instructor for help and in showing his spoiled work when he knows that his fellow workers are all trainees and that they too need the assistance of the instructor.

Usually, little or not attempt is made to include the production of the vestibule school in the regular production of the department or plant. If usable material is produced it reduces the cost of the school. If poor material is produced, there is no chance of its being inadvertently combined with the regular production and being sent to either further processing or to an irate customer.

VI. RATING

Periodically, the employment office is faced with the problem of rating all employees, usually on one or more of the following--efficiency, promotion, pay adjustment or transfer. Rating is not yet fully understood by employees and perhaps by management. Merit ratings as they are sometimes called are used to determine the employee's relative place in the organization with regard to certain abilities or characteristics. To this end we can draw up certain forms, designed in any fashion we choose, listing the abilities or characteristics about which we seek information.

If, for example, we wish to rate factory employees we use a chart similar to Form 5. This chart lists the factors down the left hand column and the degree of possession of the factors across the top. This chart is easily scored and the merit or rating of the employee is obtained. (See Forms 6 and 7)

Rating is a dangerous thing for the inexperienced person to experiment with, as the results of the rating may create deep and lasting animosity.

In a discussion of the difficulties encountered by the United States Army in introducing and administering the rating scale in 1918-1919, this significant fact has been brought out:

"Some of the executives required to use the rating scale were unwilling to undergo the labor of making out the master rating scale. They sometimes postponed the task or made out a scale in a careless manner." (1)

(1) Scott, Clothier, Mathewson and Spriegel, Op. Cit., p. 219

HYTRON CORPORATION
MERIT FACTOR CHART

FACTORS	EXCEPTIONAL	GOOD	AVERAGE	FAIR	POOR
SPEED— Consider amount of work and the promptness with which completed.	Unusually high output, steady worker. RATES FROM 151 to 200	Satisfactory output, steady. RATES FROM 101 to 150	Fulfills job requirements. Does as much as average worker. RATES FROM 51 to 100	Production slightly under par. Can improve. RATES FROM 31 to 50	Low production idleness, unfit. RATES FROM 0 to 30
ACCURACY— Consider quality of work, amount of work, thoroughness.	Excellent quality, careful with product. RATES FROM 151 to 200	Good quality, few rejects standard. RATES FROM 101 to 150	"Borderline" work. RATES FROM 51 to 100	Frequently below standard. RATES FROM 31 to 50	High percentage of rejected work or spoilage. RATES FROM 0 to 30
RELIABILITY— Consider amount of personal supervision required, trustworthiness, dependability.	Can be trusted to do job assigned. RATES FROM 76 to 100	Needs little supervision. RATES FROM 51 to 75	Normal supervision required. RATES FROM 26 to 50	Needs close supervision. RATES FROM 16 to 25	Distinctly unreliable. RATES FROM 0 to 15
CONDUCT— Consider general behavior, obedience, cooperation.	Above criticism. RATES FROM 76 to 100	Seldom subject to reprimand. RATES FROM 51 to 75	Some minor infractions of rules. RATES FROM 26 to 50	Chronic disobedience. Poor cooperation. RATES FROM 16 to 25	Frequent misconduct, "bad actor." RATES FROM 0 to 15
INTEREST— Consider the attitude toward work, enthusiasm, cooperation.	Very enthusiastic, studies work. RATES FROM 51 to 75	Seems interested. RATES FROM 36 to 50	Gets along, "off again—on again" interest. RATES FROM 26 to 35	Indifferent, lackadaisical. RATES FROM 11 to 25	No interest, idles, bored with job. RATES FROM 0 to 10
JUDGEMENT— Consider, resourcefulness, cooperation, ability to make decisions.	Worthwhile opinions, cooperates highly. RATES FROM 51 to 75	Resourceful. Good cooperation. RATES FROM 36 to 50	Fair amount of common sense. RATES FROM 26 to 35	Immature decisions. Little cooperation. RATES FROM 11 to 25	No judgement or cooperation. Irresponsible. RATES FROM 0 to 10
INITIATIVE— Consider "extra" effort or "push", willingness to assume responsibility.	Goes ahead on own, helps others, tackles difficulties. RATES FROM 51 to 75	Does more than expected. RATES FROM 36 to 50	Little initiative, others must lead or set example. RATES FROM 26 to 35	Wrong type of "push." Disrupts routine. RATES FROM 11 to 25	"Wise" type. Argumentative, trouble maker. RATES FROM 0 to 10
KNOWLEDGE— Consider knowledge of job, versatility, ability to grasp and develop work methods and perform jobs other than own.	Learns readily, very good knowledge of other operations. RATES FROM 51 to 75	Fairly complete knowledge of general work. RATES FROM 36 to 50	Understands present job only. RATES FROM 26 to 35	Does not attempt to study job, but capable of doing so. RATES FROM 11 to 25	Can't get work details thru head, hard to instruct. RATES FROM 0 to 10
HEALTH— Consider pep, vitality, attendance, visits to nurse.	Vigorous, peppy, regular attendance. RATES FROM 36 to 50	Good general health, seldom ill. RATES FROM 26 to 35	Some minor complaints, fair attendance. RATES FROM 16 to 25	Frail, subject to colds, etc. Frequent absence. RATES FROM 6 to 15	Ill health, very frequent illness, regular absence. RATES FROM 0 to 5
APPEARANCE— Consider dress, personal habits, ability to look a credit to company.	Always clean, neat, and appropriately dressed. RATES FROM 36 to 50	Usually clean, neat, slightly careless at times. RATES FROM 26 to 35	Occasionally untidy & extremely dressed. RATES FROM 16 to 25	Frequently unkempt & extremely dressed. RATES FROM 6 to 15	Always dirty, and dressed inappropriately. RATES FROM 0 to 5

FORM 5 - HYTRON CORPORATION - MERIT FACTOR CHART



HYTRON CORPORATION

MERIT RATING GUIDE

FORM 6 - HYTRON CORPORATION - MERIT RATING GUIDE

INTRODUCTION:— Merit Rating is a proven technique that obtains individual employee evaluation by weighing the essential qualifications of the employee and comparing each factor to a fixed range of point values.

PURPOSE:— The chief purposes of Merit Rating are:

1. To provide a correct basis for regular wage and salary adjustments.
2. To guide the management in its selection of workers for purposes of promotion.
3. To assist the foreman, supervisor, or departmental head in following up all workers as to their individual efficiency.
4. To enable the worker to advance on merit without depending upon favoritism or partiality.

GENERAL INSTRUCTIONS:— All who are entrusted with the responsibility of rating others are expected to cooperate to the fullest extent. This program must not be taken lightly. Favoritism must not be shown. Remember that you will also be rated by your supervisor and all ratings will be cross-checked.
A mistake will count against you!

RATING TIMES:— Quarterly ratings will be made covering all employees. Ratings will be started 10 days before and should be completed by the dates as indicated:

Jan. 1 Apr. 1 July 1 Oct. 1

New employees will be given an individual Probationary Rating after the first two weeks of employment and a final Qualifying Rating at the end of the first four weeks of employment. The Personnel Dept. will notify all foremen, supervisors, and departmental heads when the rating for a new employee should be made.

MERIT FACTORS:— Ten factors are to be considered in rating. They are:

Speed — Accuracy — Reliability — Conduct — Interest — Judgement —
Initiative — Knowledge — Health — Appearance

The Merit Factor Chart defines each factor. The primary factors of Speed and Accuracy are valued highest with a point range from 0 to 200.

Secondary factors of Reliability and Conduct are valued in accordance with a point range from 0 to 100. The subordinate factors of Interest — Judgement — Initiative — Knowledge have a point range from 0 to 75. The final factors of Health and Appearance have a point range from 0 to 50.

GROUPINGS AND RANGE SERIES:— Factor Point Ranges have been divided into series of point values fitting groupings for employees that are:

Exceptional — Good — Average — Fair — Poor

Certain fixed terms are stated under the five groupings for each of the ten major factors of merit. These terms are general and are to be carefully studied before assigning a factor point value to an employee. The term that best describes the employee's standing on a particular factor automatically classifies the employee as Exceptional or Good; Average, Fair or Poor as the case may be.

Employee may then be rated with a point value covered by the point scale of the assigned group for that particular factor.

RATING METHOD:— List the employees on the Merit Rating Record.

Making use of the Merit Factor Chart, take each factor in turn and assign a point value to every listed employee. The number of points awarded will indicate the employee's value in a factor's qualifications and should also serve as a means of comparison with the other employees listed.

When all factors have been covered and all employees listed assigned factor values, total the values for each employee and enter the total in the total points column.

Submit the completed Merit Rating Record to the Personnel Manager who will compare lists, if necessary checking Time Summary sheets, attendance records, etc., and make an analysis of the final rating results to present to the management.

Management will review this analysis and authorize the necessary wage or salary adjustments within the established rates of increase for individual merit of an employee.

Dept.

Foreman

Date _____

HYTRON CORPORATION

MERIT RATING RECORD

[illegible]

IMPORTANT!

BE FAIR AND IMPARTIAL. USE MERIT FACTOR CHART TO DETERMINE POINTS TO AWARD.



This indictment should not reflect on the army any more than on a private company.

Raters are usually called to a meeting presided over by either a rating enthusiast or by some individual who has been unfortunate enough to have the task assigned to him. Neither of these persons is capable of presenting rating in its true phase. The enthusiast feels that rating is the one and only salvation of business and the unfortunate assigned to the task has not taken the time to do any more than read the orders attached to his directive.

In either case the conference is doomed to failure. The enthusiast is so positive in his assertions that those in attendance who do not agree, are for the most part, thinking up ways to get through the rating period with a minimum of effort. His counterpart is not sure of just what the entire plan is all about so he has to rely on the printed page. As a result, the conference ends with each participant having a mental picture, confused and cloudy, and not in agreement with that of his neighbor.

With this background of one, or at the most, two conferences, the raters sally forth to mark the personnel. It is no small wonder that rating has a harsh connotation to the man in the factory.

A. Effect on Morale

The foreman spends a year, in the case of yearly ratings, or six months, where ratings are given semi-annually, in building up the morale of his department. The day the ratings are made, he figuratively throws that morale out the window. Regardless of the outcome of the ratings--good, bad or indifferent, there is a lurking suspicion in the

minds of the employees that the ratings are not correct. Personally, I am not in favor of rating employees. I believe that the morale should be kept as high as possible and any deviation from set duty standards should be praised with a reward in the case of meritorious service or, in the case of poor workmanship or dereliction of duty, with prompt censure or discharge.

B. Arguments For and Against Rating

A successful employment manager, whose company uses a rating system, made the statement, during a discussion of this subject, that he does not know how to get honest ratings because of the personal likes and dislikes of the raters. His argument was that the foreman is the only one who really does any rating. His likes and dislikes influence the final mark of the employees. True, the superintendent has to go over the rating sheets and approve them. However, he has several foremen responsible to him and is occupied with so many other tasks that he is not in a position to be thoroughly familiar with the individual abilities of all of his employees and, therefore, accepts the foreman's rating as correct.

Another company is in favor of the rating system because it has been found that it spurs the laggard to higher production to earn the higher pay that the better rating offers. This would perhaps be questioned by a time-study man who would suggest a measured day work pay system. This discussion does not consider pay scales and the thought is introduced only for the purpose of suggesting that the rating accomplishes the goal of the time-study engineer.

In my own experience, I have found that promises made in

writing have not been kept--that advancement and promotion promised as rewards for good work did not materialize. The rater starts on his job imbued with a spirit of being fair but often he discovers that some of those with the lower ratings receive promotions. When the next rating period arrives and he has to repeat the process, the employees have lost their faith in his statements.

I have found in discussions with men who do the ratings that the prevalent opinion is that the employees appraised regard the rating as a personal criticism of them and their work. As a result of this erroneous idea, the raters in self-defense give ratings of good, for the first rating, very good for the second and excellent thereafter. That destroys the value of rating and it would be far better to eliminate the practice entirely.

There is another viewpoint to this problem of rating. Holden, Fish and Smith state very emphatically: "One of the most important and fundamental requirements in a sound and equitable program of personnel administration is the thorough periodic rating or appraisal of individual performance and capabilities on the job." (1)

Their argument is that ratings serve as a guide and basis for:

1. "Early discovery and elimination of unsuitable men.
2. Recognition and correction of weaknesses through helpful discussion, special training, more suitable placement.
3. Discovery of talent, and with the most advantageous training, development, and placement thereof
4. Bringing to attention the 'forgotten man' who

(1) Holden, Fish, Smith, Op. Cit., p. 117

needs or deserves promotion, change of placement or increase of pay.

5. Selection and appointment of best-qualified men to key positions.
6. Disposition of inadequately qualified men in key positions.
7. Equitable compensation of individuals within ranges appropriate to the job.
8. Stimulation of morale through assurance that recognition is based on merit only.
9. Stimulation of supervisor's interest in personnel administration.
10. Establishment of a permanent record of employees' qualifications, avoiding sole reliance upon personal knowledge of supervisors who may be shifted.
11. Generally assisting management in maintaining and improving the quality of personnel in all responsible positions.

"Practically all of the cooperating companies make some attempt to size up their key personnel from time to time. Where this function is left to individual initiative, judgment, and method, however, results are likely to be inaccurate, inconsistent, and unreliable. Even with a systematic rating plan, overcomplexity, improperly qualified raters, and the tendency of preconceived judgments, prejudices, and partialities to influence appraisals may seriously impair its value unless special precautions are taken." (1)

Rating fails in its objective because it is usually done by the immediate supervisor. The supervisor is not properly trained in rating procedure and even though group instruction is given each person in the group gets slightly different ideas. This tends to increase the confusion already existing in the mind of the rater so that when he

(1) Holden, Fish, Smith, Op. Cit., p. 117, 118

starts appraising the worker, his rating might not coincide with the judgment of the others in his group. Results are often influenced by personal likes and dislikes and preconceived judgments.

To offset this unfortunate condition it would probably be fairer to all concerned if the ratings were done by the three immediate supervisors--individually and then collectively, discussing any differences of opinion. The employment manager should be present at the conference as an advisor.

C. Hytron Merit Rating Plan

The Hytron Corporation of Newburyport, Massachusetts has evolved a Merit Rating Plan with which they have expressed satisfaction. Ratings are made four times each year and the employee's remuneration is changed with each variation in total points. This plan is successful because it recognizes with cash the efforts made by the employee.

The stated purposes of the Merit Rating are:

1. To provide a correct basis for regular wage and salary adjustments.
2. To guide the management in its selection of workers for purposes of promotion.
3. To assist the foreman, supervisor, or department head in following up all workers as to their individual efficiency.
4. To enable the worker to advance on merit without depending upon favoritism or partiality.

Each employee is rated by two persons. In the factory, for example, the foreman and the forelady rate each worker under their

supervision. The completed ratings are sent to the Personnel Manager and compared. Any wide discrepancies are questioned and proof of any statements may be required. One example of this occurred in the case of an employee who was rated "average" in interest by the foreman.

When he was asked if he had taken into consideration the fact that the girl had submitted three suggestions for work simplification and that she had received cash awards for two of them during the rating period, he admitted that he had forgotten that she had made the suggestions.

This particular rating plan is successful because the company has an adequate set of records against which to check. The earnings on piece work show the speed of the employee. Accuracy can be determined by the amount of acceptable work paid for on the quality bonus. Health is determined by the record of visits to the nurse or visits by the nurse to the employee at the employee's home. Every employee who is absent for two days is visited to determine the reason for absenteeism.

Employees are notified of the rating and of the increase or decrease in pay resulting therefrom.

An unofficial appeal procedure is provided for any employee who feels that he has been rated unfairly. The personnel manager goes over the rating, checks back against the various records and shows the employee how the total is computed. The average rating in the plant is now between 575 and 600 points. The additional hourly pay rates for the Merit Points are:

POINTS

525 - 599.....	1¢
600 - 674.....	2¢
675 - 749.....	3¢
Over 750.....	4¢

It has been found that ratings create a spirit of pride of workmanship. Employees compare ratings (that is always expected under any rating plan) and then appeal to the Personnel Manager if they discover that their fellow worker has four or five points more than they have. With ten factors, namely, speed, accuracy, reliability, conduct, interest, judgment, initiative, knowledge, health and appearance; and five classifications, exceptional, good, average, fair and poor, it is a simple matter to show any employee where a weak point can be made stronger and a higher rating realized.

VII. ABSENTEEISM AND TARDINESS

Absenteeism and tardiness are problems that confront every employer. They are particularly difficult problems for the manufacturer who has planned his production for a specified shipping date. The absence of a worker from his machine may cause the shipment to be late. Individual workers may look askance at the problem, but the following excerpt shows that the country is interested in the problem:

"Absences of workers from their jobs, not a particularly important matter to the nation in peacetime, became of vital interest when the country is at war and bending every effort to attain the utmost in production." (1)

The problem of absenteeism and tardiness is one of the problems confronting the employment department. Tardiness leads to absenteeism and that leads to the problem of replacement of the chronic offender. Earlier in the discussion, (2) I pointed out that there is an expense incurred every time a worker is added to or removed from the pay roll. Since absenteeism is a problem of the employment department we can consider it best in the light of the following definition:

".....absenteeism is usually defined as the absence of a worker during a full shift he is scheduled to work." (3)

It is difficult to record accurately part time absences as there is no obvious line of demarcation between tardiness and part time absenteeism. However, employers frequently are able to tabulate the

(1) "Monthly Labor Review", Vol. 56, No. 1, January 1943, p. III

(2) See pp. 10,11

(3) "Monthly Labor Review", Vol. 56, No. 1, January 1943, p. III

number of employees scheduled to appear for a certain shift, the number which actually report, and by subtracting the difference, arrive at the number absent.

Enough information has been gathered on the subject of absenteeism to show that certain causes are most frequently recorded. They are: illness, and injury, personal reasons, transportation, family difficulties, and miscellaneous or unknown reasons. (1) It is a known fact, for example, that absenteeism rates are generally higher for women than for men, even on jobs that are practically of the same general nature. (2)

A simple form such as the one shown below serves adequately to notify the employment office of the worker's absence. The information can be posted to the individual record and the report filed alphabetically or in the employee's folder for proof at a later time such as when ratings are established.

FORM 8 - REPORT OF ABSENCES

REPORT ON ABSENCES

TO BE FILLED OUT BY FOREMAN AND RETURNED TO PERSONNEL DEPT.
ON SECOND DAY AFTER START OF ABSENCE.

Dept. _____ Foreman _____

Date of Report _____

Name of Employee _____

Date or Dates of Absence _____

Reason for Absence _____

Was employee given permission to be out or were you notified that he or she would be out? Yes _____ No _____

- (1) "Monthly Labor Review", Volume 57, No. 1, July 1943, p. 10
- (2) Ibid, Volume 56, No. 1, January 1943, p. 2

A. Causes

In order to present some of the means of overcoming the problem of absenteeism, I want first to list in brief form the more common causes. Illness and accidents consume 300,000,000 to 400,000,000 working days yearly according to the Public Health Service.

"If accidents could be eliminated, and if the physical fitness of workers could be improved 20 percent, 60,000,000 to 80,000,000 working days could be saved each year." (1)

Another place for the company to look for possible corrections is in the plant. If materials are ordered in such manner that there are frequent delays in delivery with resultant layoffs, followed by short periods of intense activity, the employer is guilty of planting the idea of being absent. The worker feels that if the employer can tell him when to stay away from work that he has the right to remain away if it is to his own advantage or desire.

Housing shortages may make it necessary for workmen to live away from home during the work week. It is only fair to assume that they desire to return to their own homes whenever possible. Home conditions or poor travel facilities may make it necessary for the workman to remain at home for an extra day.

Long travel periods each day are another factor that must be considered. Men who travel up to 60 miles each way every working day become fatigued and must remain at home to recuperate.

(1) "Victory Speaker", Office of War Information and the Office of Civilian Defense, No. 2, Issued January 27, 1941, p. 5

Community facilities for shopping may be such that employees have to remain away from work in order to purchase the home necessities . In some areas employees have found that they cannot secure the services of doctors, lawyers and dentists because of the plant hours.

B. Methods of Overcoming

As tardiness is the minor part of the problem, it will be discussed first. In itself, tardiness does not appear to be too serious to the average worker. However, unless it is curbed at its inception, it is a disease that affects workmen in an insidious manner. It becomes a habit so firmly entrenched that drastic measures must at times be taken to eliminate it. Tardiness usually starts because of missing the bus or by sleeping a little longer in the morning. Then the later bus or the extra few minutes of sleep become a habit. If one workman is successful in starting work five or ten minutes late every morning, it is not long before other workers feel that they have the same privilege. The employer then finds that he is losing many man hours every day through the non-cooperation of the late arrivals.

Absenteeism is also a habit, and it is difficult to trace the cause because the workman will give as an excuse any story that he thinks the employer will believe. A plant nurse told the story of visiting a girl who was absent. She was met at the door by the girl's mother and as the nurse was introducing herself, the girl came down the stairs, dressed for a shopping trip. She talked to the visitor and stated that, had the nurse telephoned, she would have pleaded a headache, but since she made a personal visit, she would tell the truth; she was going shopping.

Absenteeism is hard to prevent. It is caused by so many factors, both real and fancied, that I doubt if any one person has ever heard all of the possible reasons. With a little thought and planning by the employer, absenteeism can be overcome in a large measure.

1. Bonus

The Hytron Corporation has found that a bonus of two cents per hour for perfect attendance has reduced both tardiness and absenteeism. As the plants are working 48 hours per week, it costs the tardy or absent employee 96 cents, plus the time lost. Ninety-six cents loss for one minute of lateness is expensive. I am not in favor of the following plan because I do not think that the gambling spirit will last:

"One plant reported that it had just inaugurated a lottery plan for awards to departments with perfect attendance records (no A.W.O.L. absenteeism). Prizes of war bonds and stamps were given to employees in these departments who were successful in the lottery drawing." (1)

2. Reduction in Pay for Lost Time

Some plants close the gates at starting time and all persons arriving after the gate closes have to sign a form in the watchman's office stating the time of arrival. These forms are then sent to the foreman of the various departments and a deduction in pay for the lost time is made. The usual minimum time charged is fifteen minutes. After the foreman has signed the forms, they are sent to the employment department and made a part of the employee's record.

(1) "Monthly Labor Review", July 1943, p. 12

3. Repeated Warnings by Foreman

A foreman once explained his system to me. (I was late). He said, "Son, you are late!" In vain, I tried to protest that, as I was in the plant before the whistle blew, I was on time. The foreman brushed that excuse aside by reminding me that I was expected to be ready for work then the whistle blew because my pay started at that time. He then said, "I always give people three opportunities. The first time I tell them that they are late and explain the system, the second time I warn, and the third time, I fire. You have been told, so next time will be the second step." He then pointed to a workman and said, "He has worked for me for over thirty years and has not been warned." The system used by that man would probably not work in the tight labor market that we have today. It was successful in my case. I was not late the second time.

Tardiness can also be overcome by a rigid policy of requiring the employee to sign in whenever he is late and then having to see the foreman for his time card. This takes some of the foreman's time and prevents him from attending to some other of his multitudinous duties, but, I believe, that in a short time, the tardy ones will mend their ways rather than face the foreman. Of course, the promise of discharge for chronic offenders will aid in this same problem.

4. Preventive Medicine

Preventive medicine assists in reducing absenteeism. Almost every large plant has a doctor in attendance at some period of time each shift. It is a simple thing to create a desire on the part of the workers to seek the doctor for minor aches and pains. I will grant that there is

an opportunity to abuse this privilege and the employees should be required to report all calls by means of a time card so that the habitual caller can be given a complete check up and told where he stands physically. The simple things that are often overlooked cause the greatest absenteeism, such as the sunburn cases that are developed during each summer holiday. If the employees know that the doctor will treat the burn with a soothing ointment, they will be at work. During the winter and spring months, the company can well afford to supply the doctor with cold tablets. These not only keep the worker on the job, but may prevent an epidemic of colds because of the prompt treatment afforded by the doctor.

I do not mean to imply that the employer should provide a free clinical service to the employees. In such cases as injections for hay fever or colds, I believe that the employee should pay for the material used.

The two-fold purpose of the medical department is well-stated below:

"The purpose of the medical department is two-fold, not merely to cure those who are already ill, but to keep those who are well from becoming ill. With this end in view, every effort is made to keep in touch with the individual workers at the plant, they are urged to come to the emergency room with even the slightest ailment. Many an employee has been helped to health to the advantage of himself and his family." (1)

5. Special Facilities

The employer can overcome absenteeism caused by long travel by having shifts arranged to coincide with train schedules so that employees

(1) AO People, American Optical Company, Southbridge, Massachusetts, p. 13

may travel by train instead of by automobile. Many companies operate busses for the convenience of their workers.

Community facilities for shopping and for appointments with doctors, dentists and lawyers should be arranged to meet the working schedules. If impossible to arrange, it is management's problem to provide these services.

In one shop I saw a barber's chair set up and the barber worked during the lunch period. That barber assisted greatly in reducing tardiness in that plant. What appeared to be a minor thing assumed great importance.

VIII. SEVERANCE OF EMPLOYMENT

A. "Exit" Interview

The interview at the time of severance of employment may not be the most pleasant task for the employment manager, but it is a task that must be faced. The causes of separation from the pay roll are many and varied. There are the men who must be discharged because of misconduct or poor workmanship, and there are those who are separated because of lack of work. There is a wide difference in the two types of dismissal, and they must, of necessity, be handled in different ways. The discharge because of misconduct does not occur too often as workmen have learned that their shop-mates and unions will not intercede in their behalf. Occasionally, men are discharged for their misdeeds, and an exit interview may prove to be enlightening to the employment supervisor. "Adequate exit interviews sometimes reveal serious but remediable defects in working conditions or labor policy and may forestall unnecessary separations." (1)

With more plants becoming union shops, it is necessary that adequate records be kept because with every union contract there is a section relating to the conditions under which an employee may be discharged. This following form is designed for use in a union shop and provision is made to list the witnesses. These should always be the shop stewards. The form is filed for future reference so that in case it is necessary to discharge the employee there is ample proof of prior warnings.

(1) Walter VanDyke Bingham and Bruce Victor Moore, "How to Interview", Revised Edition, p. 58

FORM 9 - A WARNING SUGGESTION

TO: Personnel Department	Date _____
Employee _____	No. _____
A WARNING has been issued to the above employee for:	
<u>CAUSE</u>	
<u>Incompetent</u> Poor Work Slow Work Inefficient Physically Unfit	<u>Unreliable</u> Careless Lazy Late for work Indifferent Absent-no cause
	<u>Misconduct</u> Dishonesty Theft Liquor Insubordinate Trouble-maker
WITNESSES:	
<div style="border-top: 1px solid black; margin-top: 10px;"></div> <div style="border-top: 1px solid black; margin-top: 10px;"></div>	
SIGNED _____	
Foreman	Supt.
Use reverse side for Remarks	Dismissal Recommended

The greatest obstacle to overcome in the exit interview is the natural reticence that most persons have in delving into the personal life of another person. There is a barrier, and yet we may have to penetrate it to get at the true facts in the case in order to protect both the company and the workman. We do not desire to spread a black record for any man if a light shade of gray will suffice. The man, if he thinks of the future, is willing to tell his story to a sympathetic listener because he realizes that he may, at some future time, be required to list his past employers when seeking employment.

The employment man who is skilled in exit interviewing will do good work as an entrance interviewer because he has learned how to draw

out the pertinent facts.

The average employee has at least three interviews in his relations with the company.

"The follow-up interview and the interview at the time of separation are of great value as supplements to the employment interview. They help to reveal the elements of success and of failure in the hiring procedure. It is most illuminating to the employment interviewer when he can have the assignement of interviewing, at time of exit, the very man he originally employed." (1)

The employment officer who has this type of experience is in a position to do a great amount of good for both the company and the men who pass his desk.

"Miller" sees the exit interview as a barometer of the efficiency of the personnel department. It serves three functions. It yields information regarding the causes of leaving, which can often lead to the necessary action to improve conditions in the organization so as to reduce grievances and turnover, and thus also reduce costs. It gives an opportunity to make sure that the employee understands the company's policies. Sometimes, as a result, he will change his mind and remain with the company. The exit interview is also a means of serving the employee, for often the company can, and may well afford, to help him secure a job in another organization, and thus build up good will." (2)

At the exit interview, the most important question is, "Why is the man leaving?" Skill in questioning comes into play because some men are not willing to tell the true reason. Some do not know the real

(1) Walter VanDyke Bingham and Bruce Victor Moore, "How to Interview", Revised Edition, p. 75

(2) Ibid, p. 75

reason. They have been working under a series of real or fancied grievances, some large and some small. When the days comes that the employee decides that he has suffered all that he can, he announces that he is leaving. At the interview, he is unable to state the exact reason because he suddenly realizes that the last straw that was added to his load was trivial. He, therefore, tells the interviewer any story that he thinks the interviewer will accept.

The fact that hours and labor policy very rarely appear as the reason for leaving is not, to my mind, because they play a smaller part in his actions than earnings and treatment, but treatment is such a personal thing that he augments its value. Then, too, he has the hope that he, personally, will be appreciated more at the next place.

B. Employee Releases

Releases for defense workers were inaugurated in Massachusetts by the War Manpower Commission in May of 1943. This plan immediately gave all employment officers a new obstacle to overcome because employees felt that they were "frozen" on their jobs. This was not so as the War Manpower Commission specified reasons under which employees could be granted releases. The employees felt that the Stabilization Plan restricted their freedom of movement from one employer to another. I honestly believe that many releases were sought to find out if the employer would grant them the opportunity to work elsewhere.

This sudden demand for releases increased the work of employment offices because it was necessary to resell to the employee his current job. That is a difficult sales task when the prospect has definitely made up his mind to say "no" to any suggestion.

Many employers felt that a dissatisfied employee was a liability and made a practice of granting all requests for releases. As soon as the fact that releases could be obtained became known, the demand dropped.

This plan is still in operation (May, 1945), and as yet there are no figures available on a nationwide basis of the number released. Perhaps, some day there will be a compilation of the reasons advanced by employees when they requested releases.

IX. QUESTIONS DEALING WITH THE GOVERNMENT, INSURANCE, AND LEGAL RELATIONSHIPS

A. Knowledge of State and Federal Laws

It is an impossible task to compile a list of all the laws, rules, and regulations that the members of the employment department must observe. They vary from state to state and from business to business. That which is applicable to the laundry does not apply to the bakery. Instead of generalizing, I will discuss a few of the laws that are more or less common to all industries; and in this way, lay a framework to which the definite laws, rules and regulations for a particular business may be added as needed.

1. Social Security Law

I believe that the Social Security Law is of primary interest as it affects directly every covered employee in the country.

"In general, 'covered employment' includes work in a factory, mill, mine, shop, store, office or other place of business or industry including jobs at building construction and maintenance, in cafeterias and restaurants, in commercial fisheries, in banks and building-and loan associations and on American ships." (1)

Employment managers must be ready at all times to explain to employees the reason for the deduction of 1% from their pay envelopes. Employees are still curious about this deduction notwithstanding the fact that it has been in force since January 1, 1937. They still confuse Federal Old Age and Survivors Insurance with Unemployment Compensation. This is not surprising because the average person does not realize that the Social Security Law covers social problems other than

(1) Handbook on Federal Old Age and Survivors' Insurance, Federal Security Agency, Social Security Board, Washington, D.C., p. 10

the Federal Old Age and Survivors Insurance.

Many times an employee will request the employment manager to tell him the value of his Old Age Insurance. This is not difficult to figure if all of the facts are available. One solution is to keep a supply of post cards on hand, and upon such a request give a card to the employee to complete and mail to the Board. Then he will receive an official answer to his question.

I believe that every employment manager should be able to explain the provisions of the law relating to death claims; where the nearest field office of the Board is located, and the broad aspects of the law covering payments to widows and children or to the nearest friend, in case there are no immediate blood relatives surviving. This is not to imply that the manager sells the employee the idea of the Federal Insurance. It is not necessary because the employee has no alternative as long as he remains in covered employment.

a. Social Security Numbers

As a time and effort saving device, I recommend that every employment office have a supply of "Application for Social Security Number" blanks on hand. They are easily procured at the Field Office of the Board. Every employer subject to the law has to obtain the Social Security number of every employee that he hires. There are many applicants who do not possess numbers, new entrants into the labor market, and those who have been in uncovered employment. To avoid delays in production due to time consumed by the employee journeying to and from the Board Office, the employment department can assist in making out the application and then mail it to the Board. This same procedure can be followed in securing

duplicate numbers for those lost or destroyed.

There is another Social Security Form that should be available to employees in the employment office. That is the application for a change in the records. This form is requested usually by brides in order that the new name will appear on the card.

2. Unemployment Compensation Law

This law varies from state to state. Therefore, I am not going to attempt to make a digest of the laws relating to unemployment compensation. The basic philosophy of all unemployment compensation is that the fund is available to covered employees who are out of work through no fault of their own. The good employment office will have copies of its state law on hand and have at least one member of the staff versed in its application so that whenever employees seek information they will be given the same answer in the plant that they would get at the state employment office.

Employers must be familiar with this law because there are penalties provided for non-reporting of fraudulent claims. Another reason for being cognizant with the law is that the employer, in Massachusetts, for example, pays the entire cost of both the benefits and the administrative costs. This is not the place to enter into a discussion that all taxes come from the efforts of labor. Suffice to say, the employer pays the tax regardless of whether or not he makes a profit for the year.

It is to the advantage of the employer to safeguard his interest in the fund. If he can so plan his production that he does not have to lay off his workmen, he can gain a merit rating in Massachusetts. The

merit rating reduces his tax from the top of 2.7% to as low as .5%.

This is an advantage to the manufacturer because it may enable him to gain a better competitive standing and this, in turn, will bring in more work so that he keeps his employees fully employed.

In case of a lay-off, the employment office personnel must be in a position to advise employees where and when to file claims. The employer as an interested party in the fund and as a part of good employer-employee relations should be interested to see that his employees receive their just awards.

3. Massachusetts Labor Laws with Reference to Children

In Massachusetts, the law defines as a "child" any person under eighteen. Children are not permitted to work more than 48 hours a week, nor more than 9 hours a day except in seasonal occupations where the hours must not exceed 52 in any one week nor average more than 48 hours per week over a yearly period.

Certain regulations must be observed strictly. Employment managers should be thoroughly familiar with the provision contained in Bulletin 9 of the Department of Labor and Industries.

For example, minors under 16 are specifically forbidden to operate circular or band saws, wood shapers, wood jointers, planers, picker machines used in picking wool, cotton, hair or other material, paper lace machines, leather burnishing machines, job or cylinder printing presses operated by other than foot power, stamping machines used in sheet metal or tinware or in paper or leather manufacturing or in washer and nut factories, metal or paper cutting machines, corner staying machines used in paper box factories, corrugating rolls such as are used

in corrugating paper or in roofing, or washboard factories, steam boilers, dough brakes or cracker machinery of any description, wire or iron straightening or drawing machinery, rolling mill machinery, power punches or shears, washing or grinding or mixing machinery, calender rolls in paper or rubber manufacturing or heavy rolls driven by power, laundering machinery, and upon or in connection with any dangerous electrical machinery or appliances. Those under sixteen are not allowed to oil or clean hazardous machinery nor are they permitted to work in proximity to any hazardous belts or gearing while the machinery is in motion. Work on scaffolding and heavy work in the building trades is forbidden for those under sixteen. They are also forbidden to work in the tobacco trades in either manufacturing or packing. Tunnel work must be left for those who are older. All jobs in bowling alleys and pool rooms are taboo for youth under sixteen. Freight elevators must be operated, cleaned, and repaired by older persons.

That is a long list, and it seems as though all of the jobs that the youth of the land might do are forbidden. Not yet - because there is another list of jobs that are not permitted until after the worker has passed his eighteenth birthday. The list for those occupations is as follows: in or about blast furnaces, in the operation or management of hoisting machines, in oiling or cleaning hazardous machinery in motion, in the operation of any polishing or buffing wheel, switch tending, gate tending, track repairing, as a brakeman, fireman engineer, motorman or conductor upon a railroad or railway, as a fireman or engineer upon any boat or vessel, in operating motor vehicles of any description, in or about establishments wherein gunpowder, nitroglycerine, dynamite or other

high or dangerous explosives are manufactured or compounded, in the manufacture of white or yellow phosphorus or phosphorous matches, in any distillery or brewery or any other establishment where malt or alcoholic liquors are manufactured, packed, wrapped or bottled, in that part of any hotel, theatre, concert hall, place of amusement or other establishment where intoxicating liquors are sold.

This list does not prohibit the employment of minors in drug stores. All minors are forbidden to work in or about or in connection with any saloon or barroom where alcoholic liquors are sold.

The employment of any child under sixteen is strictly regulated. That child must attend continuation school, and the time spent in school must be reckoned as part of the time the minor is allowed to work.

Educational Certificates are necessary under Massachusetts state laws for children under twenty-one to work in industry. (1) This is a simple form to procure. Usually, the new employee reports to the correct authority, in Massachusetts, to the public schools superintendents, and requests a certificate. That is the employer's guarantee that the child has met the minimum schooling requirements and is free to accept employment. However, there are times when this form is not requested, and inspectors from the state department of Labor and Industries find violations.

4. Workmen's Compensation Law

The Workmen's Compensation Law provides insurance for the workman who suffers injury in the course of his employment. The cost of this

(1) Commonwealth of Massachusetts, General Laws, Chapter 149 (Ter.Ed.), Section 95

protection is paid in its entirety by the employer. His employees are the beneficiaries of this cost so it is the employer's responsibility to make certain that his employees receive full compensation. The employment manager must have an understanding of the law and of the provisions of the insurance policy in order that he intelligently discuss with the injured employees their rights and benefits. The employment manager, by this attention to detail and by his interest in the employee, can and does create a feeling that the company is interested in the welfare of its employees and that the workers are regarded as individuals and not as mere names or time card numbers.

I realize that the cost for workmen's compensation insurance is based on the number of claims and amounts paid by the insurance company. I realize too that at various times I have stated that the employment department is an expense department and that each and every way to reduce expense must be found and practiced. I am not reversing that stand when I advocate that the company representative be assured that injured employees receive full compensation. The employees are entitled to it, and the amount of good will that is created is worth many times the increase in cost. I am not suggesting that the company make a fine reputation for itself by creating false impressions at the expense of the insurance company. That is impossible because the insurance company doctor will check the injury. My original statement still stands: "It is the employer's responsibility to make certain that his employees receive full compensation."

5. Fair Labor Standards Act of 1938

This act is perhaps better known as the Wage and Hour Law. It

was enacted by Congress in the days of our severe depression when wages were so low that workers had to labor many hours to earn enough to support themselves properly. Due to the war, wages have advanced to such an extent so that the provisions of the law in regard to wages are not of such pressing importance as they were in 1938.

Our wage scale must indeed have been low when it became necessary for Congress to set minimum standards for persons employed in interstate commerce and the production of goods for interstate commerce. As of October 24, 1938, the Act set a minimum of 25 cents per hour. The goal of the Act is a minimum of 40 cents per hour. To achieve this rate, wages for the affected group were to be advanced in two stages covering a period of seven years. The act provides that from October 24, 1938 to October 24, 1939, that the minimum rate be not less than 25 cents an hour. From October 24, 1939 to October 24, 1945--30 cents an hour. Thereafter, the rate must be not less than 40 cents an hour "unless it be shown by a preponderance of evidence that such rate would substantially curtail employment in the industry." (1)

Hours were set at 44 per week for the period October 24, 1938 to October 24, 1939, and from October 24, 1939 to October 24, 1940 the work week was set at 42 hours. After October 24, 1940, the work week was set at 40 hours. Any hours in excess of the established duration must be paid for at a rate of at least time and one half.

Wage earners in the lower brackets have been willing to labor in excess of the standard 40 hours. This is not a contradiction of the

(1) An Explanation of the Fair Labor Standards Act of 1938, United States Department of Labor, p. 5

first paragraph where I stated that "the provisions of the law in regard to wages are not of such pressing importance as they were in 1938." In 1938 wages were much lower than they are today. Otherwise Congress would not have had to set a base of not less than 25 cents an hour. Today it is impossible to get an unskilled man for even twice the 1938 minimum.

Not too long ago, I heard a child say when offered 30 cents an hour to weed in a market garden, "That is not wages; that is slavery."

Employment managers throughout the country have found that the law has been of assistance in the war emergency. The promise of overtime has made it possible for more than one employment manager to sell the disagreeable jobs to applicants. This extra money has made the majority of our working force willing to sell their otherwise leisure time to the extent that this country has not had to conscript labor.

B. Group Insurance

This type of insurance should be handled as a function of the employment office staff. My reason for this statement is that the workman usually feels that he knows the employment manager better than he knows the seldom seen members of the Industrial Relations Department. In a case of a problem arising concerning his group insurance, the workman naturally prefers to question a person with whom he has had prior dealings and one who he feels is sympathetic.

Group insurance today plays an important part in the lives of many workmen. It is good business practice for the company to sponsor it both from a financial and morale viewpoint. This important function should be given to the employment office so that at the time of interview

an applicant for work may be told about the insurance, and the part the company pays. It is a selling point in a scarce labor market such as we had in 1944.

Selling insurance is a good business practice and is one of the best forms of welfare work in which a company can engage. For example, Brown & Sharpe gives each employee an opportunity to purchase insurance, and the company pays half the cost.

The Boston Woven Hose Company gives all employees who have been in its employ at least two years a \$500.00 life insurance policy with no cost to the employee.

Mutual Benefit Associations follow closely the insurance idea. Here, again, Brown & Sharpe furnishes the services of a man to call on the sick and keep records of those drawing from the fund. The cost of membership in the association is small. Benefits of \$2.00 for each working day lost after a waiting period are paid. The span of time for which benefits may be paid is 13 weeks. The association pays \$100.00 death benefit. Membership is entirely voluntary, and new employees must work a certain period of time before he is eligible to join the group.

C. Loan Fund

This fund for the benefit of employees suffering from temporary financial embarrassment is usually administered by the employment manager. He knows the past record and the family responsibilities of the applicant and is in a better position to pass on requests for loans than any other person in the organization. Loans may be needed by the most prudent of employees because of unforeseen demands for their available cash. It is far better for the morale of the worker to go to the

employment office to request a loan than to go to a loan shark or a fellow employee. When loans are made by the company, they are secret. When loans are made by others, they may not remain confidential unless paid in full at the specified time.

The worker, as a rule, is not well versed in the laws relating to loans, and he is usually unable to deposit collateral in the form of stocks or bonds. To offset this, he spends his time, the company's time, and the time of his fellow workers seeking signatures to his note. A refusal to sign leads to an argument or at least to the feeling that one whom he has regarded as a friend is only a fair-weather friend.

When the worker is unable to pay, there is the embarrassment of having his pay trusted by a bank or loan company. Then, it is necessary to tell the employee that he will draw small amounts until he has satisfied his creditors.

Not too many years ago a fellow employee had to pay \$400.00 because of his endorsement on a note for another worker. When the note became due, he was the only one of the endorsers employed.

When the loan fund is in the employment office, it is administered on the basis of past experience with the borrower. If he has a clean record, it is worth the company's effort to assist him. If he has a poor record, he can be told the reason why his request is refused. In either case, the company is assisting its employees. In the latter case, there is an opportunity to do some needed missionary work to change a borderline employee into a satisfactory worker. In both cases morale is kept up.

A few years ago, the American Toolen Company made arrangements

whereby an employee could borrow money from the company for the purchase of a home. Certain minimum standards had to be met in regard to location, type of house and cost. Those who changed their status from tenants to owners became imbued with a greater feeling of economic security.

Any concern that can bring its employees to a realization that they can achieve a measure of economic security has done a great service.

D. Credit Union

Credit unions are financial institutions organized and operated by groups of people having a common interest. Company employees, clubs, unions, groups of citizens are permitted to establish credit unions. They are regulated by laws in forty-two states and by two Federal Acts. (1) The purposes of credit unions are to provide an opportunity for investment and to provide loans to members.

The expense of operating is small as the employer frequently provides the office space and some of the clerical assistance. The payroll department makes the deductions and turns them over to the credit union. (2)

The credit union has, I think, one advantage over the company loan fund. There need be no hesitation about asking for a loan from the credit union. There is a possibility that an employee, hard pressed over a long period, might feel embarrassed in explaining his problem to

(1) Scott, Clothier, Mathewson and Spriegel, Op. Cit. p. 351

(2) Ibid, p. 351

a company official.

A credit union solves the money problems in many companies. Each company sets up its own rules and abides by any state laws that govern such an undertaking.

X. SAFETY

A. Freedom From Danger or Hazard

On a trip through a rubber factory with the employment manager, we stopped near an unsafe pile of material. A notation was made in a note book of the exact location and the condition of the pile. When we reached the nearest telephone, the head of the stock department was called to have the unsafe condition remedied. The employment manager was doing a good job when he saw the hazard and had it removed. He prevented a possible injury, and he saved the company the expense of hiring a substitute for the injured man. I have noticed that all employment men have this same attitude toward dangerous or hazardous conditions. The employment officers usually have signs posted so that all may read such statements as: "We are all safe workers here." In hiring new employees, the employment manager always impresses on them the need for safety and that they are expected to cooperate.

1. Need of Constant Vigilance

By stressing this idea of safety, the employment office can and does save money for the company. Labor turnover is reduced and so the expense of hiring and training new employees is lessened. Usually the indicator of lost time caused by accidents is displayed in the employment office so that the applicant for work subconsciously forms an idea in his mind that the plant is a good one in which to work.

Accident-prevention campaigns carried on by many companies help to reduce time lost from the job. This work is usually handled by the employment department in plants not large enough to warrant the expense of a safety engineer. The prevention of accidents is one of the ways

the employment department pays part of its expense.

Most companies encourage their employees to offer safety suggestions as a means of keeping up first aid and non-accident interest. It is also a mandatory rule in most plants that an accident, no matter how trivial it may seem to the worker, must be reported.

2. Safety Lag in Periods of Prosperity

There is a tendency toward more accidents in times of prosperity. In periods of acute manpower shortages, time lost because of injuries assumes serious proportions. One reason for this is that there is more money in pay envelopes and a natural desire to spend some of it on pleasure. Pleasure seeking is done in the evenings and weekends. Proper rest is sometimes lost through this desire for recreation. The tired employee is not alert to the dangers of his job and is therefore a candidate for the first-aid room. This condition does not apply in periods of short pays. Then we have the condition where the entire amount earned has to be used for the necessities of life rather than for pleasure.

According to statistics compiled by the Industrial Hazards Division of the United States Department of Labor, the volume of injuries in 1943 was the highest for any year in the last decade and continues the sharp upward trend which began in 1941.

The time actually lost by injured workers during the year is estimated at 56,800,000 man-days. The 1943 injury total was about six per cent greater than that of 1942. (1)

(1) Monthly Labor Review, Vol. 58, p. 242

It is necessary that accident prevention measures be increased and strengthened because new and untrained workers with longer hours of employment and the continuous pressure of peak production greatly increase the possibility of accidents. The upward trend of accidents can be decelerated through safety-minded supervision and better safety training.

3. Chronic Accident Repeaters

Chronic accident cases must be weeded out by the employment department. I do not mean that they must be discharged, but they should be transferred to other work where the possibilities of accident are not so many. The repeater is a menace, not only to himself, but also to his shop mates. He can cause more confusion and loss of time through discussions than he is worth. Too many accidents in a department or on a job can cause unrest among the workmen, and unless the cause is removed can lead to large expense.

Removing the cause of accidents in the factory is no less a duty than barring from the road the automobile driver who causes many accidents. The worker is perhaps not suited to the work or is improperly trained. The automobile driver may be careless, or he may be driving unsafe equipment. In either case, employee or driver, if it is necessary for his safety or that of others, he should be restrained or prevented from causing more damage. I realize that the man regarded as a safe worker or as a safe driver may have a serious accident and that that which has never happened before may happen in a fraction of a second and cause injury. It is not the one-time accident to which I object. It is the man who has a series of accidents that must be prevented from causing

more.

The first aid room in the plant must cooperate with the employment office in the matter of accidents. Every trip to the first aid room must be reported in order that the time lost may be computed and so that necessary changes, in men or in machinery, may be made.

Accident reports must be filed in the employee's folder for future references. Too many accidents should count against the employee in a rating, and a workman who is not a safe worker should not merit promotion. It would be bad for morale to have a leader who has demonstrated that he is either careless or unsafe. I fear that his habit might spread, or that he would undo any safety-first work that the company sponsors.

XI. PROBLEMS OF THE EMPLOYMENT DEPARTMENT

A. Relation to Other Departments

The employment office is the buffer between the company and the outside world as represented by the labor reserve. It can make a good or a bad reputation for the company by the manner in which it receives and dismisses applicants seeking employment. It is the first contact with the company for the job seeker and, in dismissals, it is the last contact with the employee being separated. Between these widely spread visits, the employment office is called on for assistance of many types.

The primary reason for its existence is that of securing needed employees to adequately staff the factory.

1. Advantage of Centralized Employment Office

There is an advantage to the company in having a centralized office because here are gathered all applicants' applications, personal data and the "know how" to handle the various types of situations that arise in dealing with recruitment. With one office doing the hiring and routing of applicants, much valuable time and effort is saved by the various foremen. We would not think it wise, in a manufacturing plant, to have all foremen operate private work scheduling plans. Chaos would result and material would not be shipped on time to meet customers' demands. It is for this reason that we operate one scheduling department. For the same reason, we operate one employment office and route the applicants where they are most needed.

2. Knowledge of All Openings

In the case of scheduling, one man is responsible for all schedules. He knows all of the demands that must be met. Employment is on the same plan and one man is responsible for the demands. He can refer to the most pressing jobs first or, if unable to do this, can sort out of the applicants those capable of filling other jobs on his list. If all foremen do their own hiring, they are interested only in their own department. Those whom they are unable to place are told that there is no work, yet another foreman on the other side of the door is in dire need of the discarded applicant.

3. Re-routing from One Foreman to Another

It is in the interests of efficiency and good management to have the employment office route suitable applicants from one foreman to another. Money has been spent in interviewing the applicant before he was permitted to step inside the plant. It is to the advantage of the company to make as much use of this expenditure as possible before finally rejecting an applicant. The employment office alone knows of all the existing openings. We do not expect the foremen to have this knowledge. Their insight of openings is limited. If it is not, if it is full and complete, they are in the wrong department.

B. Necessary Qualifications of Personnel

1. Familiarity with Various Processes and Working Conditions

The personnel of the employment office must be familiar with the product being made. They must know the various machines, what they look like and what part of the process is performed on them. It is one of the distinguishing marks of a good employment interviewer to know at

least as much about a particular machine as the applicant who applies for the job of operating the machine. The interviewer need not be able to operate it, but he should be able to discuss it in definite terms. I believe that every employment manager in a manufacturing plant should have spent enough time as a workman, making something, so that he knows one trade or one process. It is a good background on which he can build. It tends to remove his rough corners and makes him appreciate the viewpoint of the man on the other side of the desk. I am not in favor of moving employment office personnel in a factory from clerk to interviewer without an intervening time spent in actual shop practice.

The place of manufacture with all of its attendant heat, cold, dryness or dampness and its odors should be as familiar to the interviewer as his own living room. Without this knowledge, the employment office personnel are unable to draw out from the applicant a full picture of his likes and dislikes and his desires. Then with a blurred mental picture, they route that man to a job that is also a misty image. It is a case of the blind leading the blind.

2. Ability to Evaluate Applicant

Employment office personnel must be able to evaluate the applicants through observation and conversation. I have seen men with physical handicaps that would prevent them from performing the jobs efficiently passed to foremen for employment. That was poor observation on the part of the interviewer. I saw one man sent as a clerk to a certain department. His duties were to make up simple requests for stock from blue prints that gave the overall dimension of the finished piece. He was supposed to copy from the blue print the type of steel and add to the

finished length one sixteenth or in some cases one eighth of an inch. The boy could not read a foot rule. His usual question was, "How do you plus a sixteenth?" Sending that boy to the foreman was the result of poor questioning or poor conversation by the employment interviewer. He had to be placed on another job as it was found on his second interview that he could not grasp the significance of the graduations on the rule. It cost twice as much to place him as was necessary.

3. Definitions of Employment Service Personnel

The United States Employment Service Job Dictionary gives definitions of "Manager, Employment", "Employment Clerk" and "Personnel Clerk". I think it worth while to quote the definitions because it is the only satisfactory way of having a common understanding.

"MANAGER, EMPLOYMENT: Director, employment; employment supervisor; superintendent, employment (any ind.) 0-39.82. Interviews applicants and hires or refers those possessing satisfactory qualifications, to departmental managers for hiring; maintains harmony among establishment personnel by the adjustment of disputes and grievances, review of transfers, promotions, and discharges; conducts research in wages, hours, and working conditions." (1)

"EMPLOYMENT CLERK: Interviewer; interviewer, preliminary; reception interviewer (clerical) 1-18.31. Interviews applicants for employment, assisting them in filling out application blanks; answers questions and supplies information regarding company employment policies or requirements; files applications; makes up reports for employers, supplying information on present employees or new applicants as requested; arranges interview for applicant with employing official; writes letters to reference indicated on applications; may call applicant on telephone, requesting him to report for work or rejecting

(1) Dictionary of Occupational Titles, Part I, p. 576

his application." (1)

"PERSONNEL CLERK (clerical) 1-18.32. Keeps employment records of company personnel; enters on each worker's employment record date, such as change of address or telephone number, weekly earnings, amount of bonuses, days absent on vacation or because of sickness, efficiency, amount of sales or production, supervisor's report on ability, and date and cause of termination of employment; compiles and types composite reports from all the employment records covering any of the above items; sends out information to other companies requesting references of former employees." (2)

From these definitions, I think it is obvious that my contention that the employment manager in a manufacturing plant have training in some trade and that he know the machinery and conditions is proven. How else can he hire or refer those with "satisfactory qualifications"? If he has not had the experience of working with his hands and so learning what the man at the bench or operating the machine is thinking, where has he acquired the insight that will enable him to "maintain harmony and.....adjust disputes and grievances"? I stated that I am not in favor of advancing clerks to managers. That statement is supported by the definitions of "Employment Clerk" and "Personnel Clerk". Their work, although it brings them in close association with people, does not bring them in contact with the actual hand or machine work performed in the plant. If, before becoming clerks in the employment department, they have shop or plant experience, I have no argument .

(1) Dictionary of Occupational Titles, Part I, p. 326

(2) Ibid, Part I, p. 667

4. Need for Trained Personnel

The war has brought many changes in industry. Young men and women have left their work for the armed services. Their places have been filled by older workers who had retired, housewives who had an opportunity to go to work in industry, and recent school graduates. Plants that were without employment departments have suddenly blossomed forth with well equipped but, I think, poorly staffed employment offices. There have been sudden promotions to the desk of employment manager. These men have done a creditable job without the background I consider necessary. They have staffed the plants to the best of their ability. This ability is limited because of the lack of training in employment work.

Their early training may have included shop work, but, in some cases, I have my doubts. They are untrained in economics and, to my way of thinking, they do not belong in the employment office. I believe that this office should be staffed with highly trained personnel, specialists in the employment field.

C. Employment Statistics and Reports

These figures, with explanations, show the history and the success or failure of the employment office. They need not be complicated, as the easier they are to read, the more valuable they are. I am not going to list the reports in any sequence of importance.

The Labor Turnover Report is submitted usually on a monthly basis. This report covers the percentage of turnover by departments and for the entire plant. Turnover explanations can be very helpful to management. The reasons why workers leave, if correctable, are sought in

an effort to reduce the labor turnover. For example, if it is found that there is a higher percentage in one department than in all of the others, the cause can be sought. It is ascertained whether the cause is attributable to supervision and if it is, the situation is corrected. Are working conditions below standard? If they are, conditions must be changed. Perhaps there are too many women leaving. Investigation will determine if it is because the work is too heavy or too dirty or too monotonous. If a new industry in town is successful in hiring another firm's workers, the former employer should check pay rates against the offers being made. If searching along these lines brings negative answers, it must be determined if the wrong type of people are being hired.

The "Hiring Report" shows the daily progress in recruiting. Management needs to know if the most important jobs are being filled first and if the right type of help is being hired.

A "Transfer Report" shows the progress made in the plant in transferring workers from overmanned departments to the "bottleneck" departments. A transfer in a case of this sort may save a lay off in the overmanned department until sufficient stock is processed in the "bottleneck" department. Promotions and upgrading are also listed on the transfer sheet as both call for a transfer from one job to another. Promotions and upgrading should be about even in all departments throughout the plant. If one supervisor has the ability to bring his employees along the road to success faster than the other supervisors, management is interested in knowing how he does it so that the method can be taught to all supervisors.

The medical reports may be divided into two forms. One report covers the number examined, passed or rejected. This report shows the type of applicant who is seeking employment. The other report covers health and accidents. Management wants to know where the accidents occur and the frequency. They also want to know where the chronic absenteeism, either with or without permission, takes place.

1. Assistance to Management

Statistics and reports are of value to management. We have concentrated our employment efforts in one central office in the interests of efficiency and economy. Progress reports are expected from every department and the statistics of the employment office are their progress reports. Unless we know the number of employees needed on a daily or weekly basis we cannot plan plant production. The reports should be broken down to show absenteeism by shifts and labor turnover. These two problems are the main in-plant problems of the employment office in these days of manpower shortage. Figures alone are of little value. They must be comparable with figures of other plants in the area or with other plants engaged in the same type of production. If the plant figures are lower than those of nearby plants or competitors, the problems of absenteeism and turnover are not solved. It is not enough to say, "We are better than others". The reasons that give this advantage must be found and the reasons exploited to their fullest extent. If the figures of our plant show that we have a higher rate of absenteeism or turnover we must find the causes and correct them. The causes may be in the plant or outside the plant. In-plant conditions can usually be remedied. Conditions outside the plant, such as transportation

or shopping hours, can often be changed by a request to the transportation company or an arrangement with the store owners. Plant hours may be changed if necessary. The problem must be ascertained and all possible means must be exercised to overcome it.

All reports from the employment office must be so arranged that management can readily see the results that are being accomplished. The number of openings for the period, the number interviewed and the number hired give a fair picture of the suitability of the applicants. Significant drops or increases need to be noted as these tend to establish a trend. In-plant transfers are another important item. Figures alone are not worth much unless they are explained. It is not enough to know that ten male employees were shifted from one department to another. The reason for the shift may be the answer to a problem in recruiting. An unpopular department, because of existing conditions, may be the reason for the transfers. The cost of changing conditions in the department may be much less than the cost in wasted manpower.

I am not going to attempt to set forth a definite form or to cite what are necessary reports. Conditions are variable between plants. The reports beyond those given must be determined by plant conditions. Each employment department can work out with management the necessary reports.

2. Government Surveys

There are a few Government reports that are taken in selected plants. Some are "Confidential" and I am not at liberty to discuss them. Perhaps a plant may never be called on for a report

to the government. If such a report is needed, proper forms and complete instructions accompany the request or a trained reporter consults with the employment manager and completes the report.

The present war has made it necessary to conduct surveys for the government by means of the "Manning Tables". The original intent was to ascertain the number and work classifications of all employees in a plant. In addition, the plant was required to show its needs for the half year following. There were columns to show sex and whether or not handicapped persons could be used. These tables are no longer needed. However, they brought to light in many plants information that had been buried in the darkness of filing cabinets.

3. Plant Surveys

I believe that every employer could afford to keep a reasonably current table based on his own experience. Too many times we assume that a job must be performed by a man. When separations occur, we have a mental picture of the last person on the job and attempt to find another person similar in years or in sex. A complete inventory of every job with the minimum requirements, both physical and mental, would be of great value in the employment office.

Closer cooperation with the scheduling department would give us advance notice of our requirements for labor for the next manufacturing period. We could plan on where the help would be recruited or where we would transfer or curtail. The employment office, by giving information of this type, could aid the sales department in their plans. Cooperation of this sort can smooth out the employment curve and promote greater efficiency.

D. The Physically Handicapped

1. Gravity of the Situation

A serious problem is facing us today because the war casualties now being returned home must be put to work where they can earn decent wages. Otherwise they must become relief cases. For me to say more would be to discuss the favorite theme of many and not make progress. I want instead to present concrete ideas of how best the employment office personnel can prepare themselves for the task of returning to industry the veterans of this war. If I am not mistaken, the veterans of the first war upon being discharged from the services were expected to return to their former jobs, if physically able. There was no plan to which industry could turn for guidance and, as a result, the task of rehabilitation and reemployment was poorly done. It took years of effort by the veterans' organizations to put legislation on our statute books that gave the veterans the assistance needed. The errors made then need not be repeated. Industry knows that the task is there and that there is need for immediate consideration. It is getting late in the war.

a. Problem of Rehabilitation and Reemployment

There are two problems confronting society. One is the problem of rehabilitation and the second is the problem of reemployment of our physically handicapped. These two terms, rehabilitation and physically handicapped, are often confused. They are not similar. Let us consider the definition of the word, "rehabilitate": "To restore to a former state, capacity, rank, etc." Accordingly, we can conclude that rehabilitation is a medical process whereby persons are returned, as nearly as possible, to their former physical condition. This, then, is the problem of the medical

profession. The employment office is primarily concerned with the problem of the placement of the physically handicapped. This is a plan or method whereby persons possessing physical handicaps are placed in positions using their capabilities. A handicap may be considered as a physical disability or impairment which presents a placement problem.

b. Problem of Increase in Number Due to WAR

An idea of the magnitude of the problem may be obtained from a study of the following figures:

"According to estimates of the U. S. Public Health Service, based on the National Health Survey conducted in 1935-36, there are at present 23,600,000 persons in our population, not including those in institutions who have some physical defect or chronic disease. Of these, 16,300,000 are between the ages of 15 and 65 (excluding one million who are essentially invalids), almost equally divided between men and women." (1)

I believe that the figure, if arrived at by strict observance of all medical rules, would be much higher. Actually, there are 130 million physically handicapped individuals in the United States, because nearly everyone has some physical characteristic that limits him in his working opportunities.

To dwell on this problem very briefly, and only to support my statement, let us look about any room filled with people. There are many wearing glasses. That is a handicap. How many in that group have weak arches? We cannot see the handicap, but it is there. The point is that we have become accustomed to the minor handicaps and think nothing of them. Every day industry hires men and women with poor eyesight, hernias, flat

(1) Manpower Review, January 1943, "An Unused Reserve of Manpower", p. 3

feet and hearts that could not suffice for the action on a tennis court or football field. We have, without realizing it, accepted that fact that an employee need not be a perfect physical specimen.

The handicaps that we are accustomed to will seem normal when we have to assimilate into industry the men returning from the armed services. At that time, we cannot judge our applicants for employment by appearance. We will have to judge by the work results. It is up to industry to make it possible for these men to earn decent livings. The lack of one or two physical abilities should not bar them from gainful employment. It is not a new problem. Employers have been dealing with it for years. They have had more experience and know more about the problems of placing handicapped persons than they realize.

The war has greatly increased the number of handicapped individuals and industry must assume the responsibility of placing these men in gainful employment.

c. Problem of Types of Physical Disabilities

The physical defects that we will have to consider from a functional point of view are either static or dynamic. Static defects are best illustrated by the loss of a finger, missing teeth, visual defects, leg shortening or amputation. These defects can in some cases be corrected. Teeth may be replaced, glasses may correct the faulty vision and the amputated leg may be offset enough by a prosthetic appliance to allow the wearer to work standing or sitting.

Dynamic defects are those diseases which affect the entire body and reduce productivity. Tuberculosis and syphilis are examples of dynamic defects. Those persons afflicted with static defects are potential

employees unless the defect in a particular case prevents employment in a job having an unusual physical requirement. Job analysis will establish the requirements and will be discussed later. (1)

2. Method of Tackling Problem

a. Determination of Its Magnitude

I believe that our first problem is to estimate the number of persons that are handicapped and the number that we can expect to be added as a result of the war. The National Health Survey (2) shows that in the winter of 1935-1936 a survey was made of 2,500,000 persons in urban populations and estimates worked out for the entire population. The deaf, the blind and those having orthopedic impairments account for the major part of our handicapped persons. Estimates for 1940 were for males, 356,000 with major impairments (total deafness and blindness and incapacitating impairments) and 2,834,000 with minor impairments (partial deafness, blindness in one eye, and nondisability impairments); and for persons of both sexes, 623,000 with major impairments and 4,374,000 with minor impairments--a total of 5,000,000 persons having either major or minor impairments, even with the defects limited to the above three classifications.

If we consider those with heart disease, tuberculosis, and other major diseases we could add at least 3,500,000 more to the above figures.

It has been estimated that 10% of the men in the armed forces

(1)

(2) Ross A. McFarland, *Physically Handicapped Workers*: Reprinted from Harvard Business Review, Autumn 1944, p. 2

will be discharged as disabled. This percentage will give us another 1,250,000 to add to the above estimates and we will find that we have the problem of placing the handicapped and have obtained some idea of the magnitude of the problem.

The handicapped persons now on pay rolls do not constitute a serious problem because they are employed and are trained in the production of the employer's goods. It is the question of absorbing the returning disabled serviceman in industry that is of paramount importance today. The plan, the job specification card and the employment card may be used in placing any handicapped person.

b. Provisions of Veteran Legislation

Under the "G. I. Bill of Rights" or Servicemen's Readjustment Act of 1944, 78th Congress, 2nd session, the returning veteran has 90 days in which to apply for his former employment. The Selective Service Act provides that if the veteran is physically capable and unless the employer's circumstances have so changed as to make it impossible or unreasonable to do so, he must be reinstated in his old job or one of like seniority, status and pay, if the position he left was other than temporary. Many employers have made plans that are more liberal than is called for in strict observance of the law.

c. Plan of the Westinghouse Electric and Manufacturing Company

This company has made plans to rehire every veteran who was in their employ. To do this they will make a job if necessary. Every employee who entered the armed services has had a letter from his foreman telling him that there is a job waiting for him and inviting him to return to the company as soon as he is discharged. The company has plans

ready under which they can absorb the handicaps. The Job Analyst and the Safety Engineer have collaborated and evolved a series of jobs that can be performed by a disabled veteran.

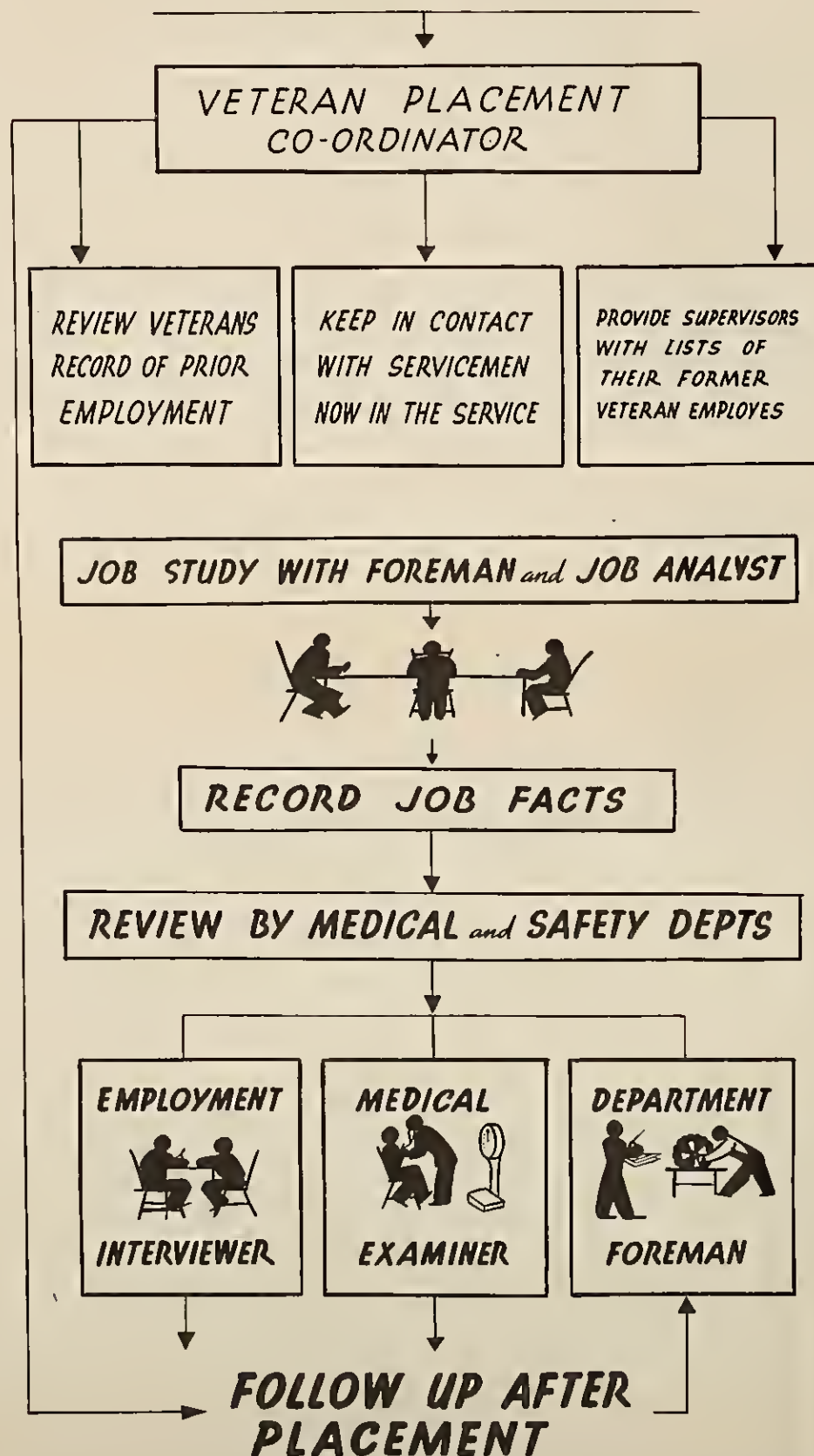
When the serviceman applies to the company for his position, he is welcomed in the employment office and then taken to the medical department for a check-up. Because the foreman is the one person that the man must work with, he is taken from the medical department to the foreman. The foremen have been trained in handling the returning servicemen and they are familiar with the conditions under which the men left and the conditions under which they will return. After the veteran has been working for two weeks, a follow-up visit is made by a representative of the employment office. The veteran and the foreman sit down with the employment man and discuss any and all problems relating to the veteran. If a change of employment is sought by the veteran, he must first go through the medical department in order that there will be no possibility of his picking out a job for which his physical capacities are inadequate. (1)

The Westinghouse Electric and Manufacturing Company, in establishing the policy of rehiring former employees, has assigned the responsibility of placement to the employment department. The analyst and the medical department study the jobs and the job cards that are prepared enable the employment department to fit the applicant to the position. All the facts are recorded for the jobs and the facts regarding the veteran are taken at the time of interview. Supervisors are trained in the handling of men. However, follow-up plans have been perfected.

(1) See page 159



A PLAN PREPARING FOR THE VETERANS RETURN ESTABLISH POLICY





The company has made these plans because they are convinced that their former employees are better employees than new men as they know the company policies.

d. Need for Job Analysis

In setting up procedure for the placement of handicapped workers, it is not enough for us merely to list the jobs that are now being performed or are usually performed by the physically handicapped. It is not enough for us to know that we have messengers, elevator operators and sweepers who are suffering from some sort of handicap. We cannot use the list of jobs prepared in a nearby plant or in the plant of a competitor. The handicapped workers are not the same in both plants and the jobs are not the same. We must go into the plant and make a detailed study of every job except those that are immediately apparent as unsuitable to the use of any physically handicapped person. Jobs that are suitable in one department may not be suitable in another one, due, for example, to the weight or the bulk of the material that must be lifted on and off the machine by hand. The job study should be made by the safety engineer and the employment representative. The medical department should be ready with their assistance in a consulting capacity.

The form below is a suggestion: (1)

FORM 11 - PHYSICAL REQUIREMENTS OF OCCUPATIONS

THIS IS A <u>GENERAL</u> GUIDE ONLY. PARTIAL AND SPECIAL DISABILITIES REQUIRE CONFERENCES BETWEEN PHYSICIAN AND PLACEMENT OFFICER																																		
OCCUPATIONS	PHYSICAL DEMANDS																	WORKING CONDITIONS																
	Walking	Standing	Sitting	Climbing	Crawling	Stooping	Kneeling	Lifting	Pulling	Pushing	Using 1 foot	Using 2 feet	Using 1 hand	Using 2 hands	Using fingers	Seeing	Talking	Hearing	Outside	Inside	Hot	Cold	Humid	Wet	Dry	Dusty	Fumes	Noisy	Oily					
TURNING DEPT.	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	25	26	27	28	29	30	31	32	33	34	35					
JOB #1																																		
JOB #2																																		
JOB #3																																		
JOB #4																																		
JOB #5																																		

The chart is simple to use. Job #1, for example, requires walking, standing, stooping, lifting, using two feet, using two hands, seeing, talking and hearing in hot working conditions.

Part of the problem of placing a handicapped person has been solved when we complete the job analysis cards for the entire plant. There is another part that is just as important. We must have a report from the examining doctor. The doctor and the employment department use the same code and by marking the physician's report with a series of numbers, showing the physical demands and the working conditions that the handicapped applicant cannot meet, the employment office can, with little

(1) "Employment of Physically Handicapped", Liberty Mutual Insurance Company, Boston, Mass., December 24, 1943, p. 4

effort, determine the jobs that are suitable.

A suggested code is as follows: (1)

Physical Demands:	Working Conditions:
1. Walking	25. Outside
2. Standing	26. Inside
3. Sitting	27. Hot
4. Climbing	28. Cold
5. Crawling	29. Humid
6. Stooping	30. Wet
7. Kneeling	31. Dry
8. Lifting	32. Dust
9. Pulling	33. Fumes
10. Pushing	34. Noisy
11. Using 1 Foot	35. Oily
12. Using 2 feet	
13. Using 1 Hand	
14. Using 2 Hands	
15. Using Fingers	
16. Seeing	
17. Talking	
18. Hearing	

e. Need for Analysis of Physical Qualifications of Handicapped Individuals

The Physician's Report to Placement Officer (2) has a section for listing the Physical Restrictions and the Code Numbers. In this space the examining doctor can either write out the restrictions or use the code numbers. These restrictions or code numbers are the warning to the employment department to avoid these demands or conditions and in their place to substitute work for which the applicant is capable. The lower section of the front of the card provides space for the doctor to list the Remedial Advice Given and also his Comments and Recommendations.

(1) "Employment of Physically Handicapped", Liberty Mutual Insurance Company, Boston, Mass., December 24, 1943, p. 3

(2) See page 163

FORM 12
(FRONT)

ANALYSIS OF PHYSICAL QUALIFICATIONS
PHYSICIAN'S REPORT TO PLACEMENT OFFICER (1)
CONFIDENTIAL

NAME _____ M.D.
AGE _____ SEX _____ DATE _____

PHYSICAL RESTRICTIONS _____

CODE NO. _____

TYPE OF CASE: REMEDIAL _____ CONSTANT AID REQUIRED-MEDICAL _____ MECHANICAL _____
NON-REMEDIAL, UNAIDED, PERMANENT DISABILITY _____

PSYCHOLOGICAL FACTORS _____

REMEDIAL ADVICE GIVEN _____

COMMENTS - RECOMMENDATIONS _____

FORM 12-A
(REVERSE)

PROGRESS REPORT

TERMINATED _____

NAME _____
PLACEMENT _____

DATE _____

RECORD (PRODUCTION, ACCLIMATION, ACCIDENTS, ABSENCES) _____

REMEDIAL FOLLOW-UP (CHECK ON CORRECTIONS OR PROCEDURES ADVISED) _____

(1) "Employment of Physically Handicapped", Liberty Mutual Insurance Company, Boston, Mass., December 24, 1943, p. 3

The reverse of the card (1) has space to list the placement activities of the employment department, the worker's Record of Production, Acclimation, Accidents and Absences. To insure that the advice and recommendations given by the doctor are followed space is provided at the bottom of the card for records of the follow-up visits made and the information obtained by the employment department.

3. Solution of the Problem

With complete job analyses and the cooperation that exists between the medical department and the employment office, handicaps can be intelligently placed in industry. We can and we must absorb them in the interests of industry, on which censure will fall if they are not assimilated. More important, we must accomplish this in the interest of the peace of mind of the handicapped persons as they want to be a part of society and will never be satisfied with a permanent dole. In the interest of our "American Way of Life", we cannot afford to have these millions unemployed!

XII. SUMMARY

A business organization can be likened to a spider's web with the employment office as the center with all the network growing out of it dependent for its strength on its choice of employees.

During the depression, employment offices were in the doldrums. Plants were not hiring new employees. Rather they were forced to lay off regular workers of many years experience. Profits were reduced to negligible amounts and in some cases plants operated at a loss. In discussing manufacturing problems and ways and means of reducing fixed expenses I found several so-called practical men who looked askance at the employment office. Their feeling was that the employment office was not producing goods for the market and that, therefore, it was an unnecessary expense. In the rare cases when new employees were needed, the foreman could take over the employment function and in case of permanent separations he could complete the entries on the employment record card. To their minds, the employment office was non-essential.

Fortunately, many employment offices were kept open for business. I found a small number that received applications in the darkest days of the depression. Not only were applications taken, but the file was kept up to date as much as possible through the use of return post cards mailed every month or two to the applicants. There were good prospects in the files of many companies. As the demand for workers increased many of the applicants were reinterviewed and hired.

The war has demonstrated the full value of these offices. True, every employer has not been able to hire all the workers he wants and needs. The choice has been limited to women, older men, boys under

eighteen, and those rejected by the armed services. In spite of the fact that our young men, many of whom were in key positions, became unavailable for employment, production has rolled from the shipping room doors. However, not all of the credit belongs to the employment department, but a fair share should be given. The available applicants have been interviewed, hired and they produced. They were sorted and assigned to the work they could best perform in the factories.

Testing has been abandoned by some companies for the duration, introduced in others, and continued by forward looking employment managers, who although forced to take less than their standards, have tested to compare with the standards. They have accepted the philosophy of taking what is available, yet hoping for the best. Testing is not under close scrutiny in this discussion. However, I believe that it has demonstrated its value as an employment tool and that the war period has reaffirmed the prior faith in its worth. After peace is declared and we are able to produce goods for civilian economy, testing will play a major role in employment work.

The return of peacetime production will not see a return to old time concepts of business operation. It has been clearly demonstrated that, for the greatest good to all, the government must assume certain responsibilities. As we progress in our social thinking, we will find that we are dependent on government to centralize and regulate reforms and make them apply equally to all. Because no one city or state can set up and operate a major social program that must be tax supported without placing the employers and workers of the area under an unfair disadvantage, it is necessary that the federal government take over such

major plans.

Social security in its entirety could not be operated by one state. The dissenters to that statement will point to State Unemployment Compensation and argue that each state has its own funds. While that argument is correct, the original statement of a single state's inability to operate such a plan holds. When unemployment compensation was first discussed in Massachusetts, it was agreed that the plan would not become law until eleven other states, all manufacturing areas, had similar plans and agreed to make them law. Within the next few years, I believe, we will see sickness insurance handled in much the same way as unemployment compensation.

Since the employment office has the only complete file of personnel data in the organization, it is the logical place in which to center such governmental activities. This office has become familiar with the operation of our various employment laws, unemployment compensation and federal old age and survivors insurance and is in a position to make reports to the government, internal reports to the plant treasurer, as well as to give information to the employees, at their requests. No doubt there will be an increase in the amount of information the government will require and in the information that the employees will want about our government's plans.

After the fighting is over on foreign soil, we have to face a very formidable enemy on our own soil. We have our young men and women returning to industry from the armed services. Many of these veterans will fit into our economic structure with very little alteration. They are not our main problem. The greatest problem we have to face is the

returning veteran who has lost an arm or a leg, or perhaps, he has lost his health or his sight. We cannot permit this veteran to depend on charity or on a pension from the government. Industry can and must absorb him and give him the needed opportunity to make his way in the world.

Industrial organizations cannot expect to have every foreman handle this problem. It is essential that the employment office be manned by personnel with enough training to equip them with a fundamental knowledge of the ways and means to fit the veteran into the economic world. In order to accomplish this gigantic task it will be necessary for all employment personnel to be proficient in counselling the returning serviceman. It has to be realized that the war has dulled in some the desire to return to familiar surroundings. They have the urge to strike out in new fields of employment. The time of service has been long for many of them and years have been added to their ages. Yet the years, for the most part, have not been spent in learning a means of livelihood. These men are going to ask more questions than the usual applicant. The employment office personnel must be ready to discuss job requirements and job futures, not only in their own plant, but in those of competitors, if they expect to hire the most promising applicants. In order to intelligently discuss jobs it will be necessary to have a clear idea of the job requirements, duties and possibilities of promotion. This task can be simplified by making an occupational analysis of the entire plant and having the material available in the employment office. The analysis will be a ready reference to possible jobs

that can be satisfactorily performed by the handicapped veteran.

Our humanitarian instinct will demand that we give these men every opportunity to earn a living. Unless our desires are backed with absolute knowledge we cannot hope to carry them through to a successful ending.

The employment office, with its trained personnel, stands as a beacon for business, for the worker, and for the handicapped. It shines particularly bright in this period of labor stringency when manpower recruiting is one of the most important functions of a manufacturing establishment.

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